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A SURVEY AND ANALYSIS OF POST-SECONDARY PROGRAM ADMINISTRATION FOR INMATES OF CORRECTIONAL INSTITUTIONS IN ALBERTA

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A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
AND RESEARCH IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
MASTER OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

FALL, 1974

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "A Survey and Analysis of Post-Secondary Program Administration for Inmates of Correctional Institutions in Alberta" submitted by Andrew Stojak in partial fulfilment of the requirements for the degree of Master of Education.

James M. Small
Supervisor

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Date October 3, 1974

ABSTRACT

The purpose of this study was to identify means by which the administration of programs provided for inmates of correctional institutions by Alberta post-secondary institutions could be improved. By surveying and analyzing recent program administration practices and by eliciting concerns and recommendations from the experiences of post-secondary institutions, structures and procedures which would contribute to more effective and efficient program administration emerged and were recommended for implementation.

The study was conducted within a setting which consisted of the Alberta system of advanced education and the provincial corrections system. The provincial corrections system included both the federal and provincial governments with responsibilities in corrections as those responsibilities related to adults who were incarcerated for offences against the law. The primary focus on the advanced education system was on public post-secondary institutions. The roles of government departments with correctional responsibilities was a consideration of the study. Of particular interest was the role of the Alberta Department of Advanced Education.

The study was conducted from a perspective and a conceptual basis provided by a review of the literature in three areas: corrections theory, coordination theory and program administration theory.

The procedure of the study consisted of a preliminary survey to determine the post-secondary institutions which have recently been involved in inmate education and to identify the administrators who had been responsible for those activities.

Data were collected by interviewing educational administrators and by reviewing available documentation from post-secondary institutions. Interview questions and the review of documentation addressed structures and procedures employed in the administration of programs for inmates. Concerns arising from the recommendations for future programming were elicited from both sources.

The analysis and discussion of the data was accomplished with regard to the setting and the literature review.

It was found that problems and deficiencies occurred in program administration and that inconsistencies and conflicts existed in concerns and recommendations. When possible, recommendations for program administration were made as they pertain to the analysis. When this was not possible, issues were identified which require resolution before more effective and efficient programming might be realized, The issues relate to the need to establish roles in the provision of educational services for inmates, the need to provide coordinating mechanisms and the need to resolve questions of inmate student security.

The study concludes with recommendations which encourage interim programming but which emphasizes the importance of determining inmate needs and which provide means for resolving issues.

ACKNOWLEDGEMENTS

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The cooperation extended to the researcher by the respondents did much to make the task pleasant and memorable.

Thank you to Evelyn, Greg and Norm, whose selflessness is appreciated.

To Joyce, who exercised tolerance and kindness, warmest regards.

To Mum and Dad, who started everything, thank you.

Steven, your dad hopes that the time we lost together can be recovered.

To Dyan, whose effort, understanding and encouragement meant completion, love.

TABLE OF CONTENTS

Chapter Page

1 STATEMENT OF THE PROBLEM 1
  Introduction 1
  Purpose of the Study 3
  Statement of the Problem 3
  Conceptual Framework for the Study 4
  Delimitations of the Study 6
  Limitations of the Study 7
  Definitions 7
  Organization of the Study 8

2 REVIEW OF THE LITERATURE 10
  CORRECTIONS 10
    The Nature of Corrections 10
    The Historical Context of Corrections 13
    Modern Concepts of Corrections 14
    Education in Corrections 17
    Basis of Corrections Education 18
    Purposes of Corrections Education 19
    Issues in Corrections Education 21
    Summary 25
  COORDINATION 25
    The Nature of Coordination 26
    Functions of Coordination 28

Chapter | Page
The Practice of Coordination 29
PROGRAM ADMINISTRATION 30
Concepts in Program Administration 31
Community Services Programming 33
Program Administration of Community Services . . . 35
Summary of the Chapter 39

3 THE CORRECTIONS SYSTEM 42
THE PROVINCIAL CORRECTIONS SYSTEM 42
Legislative Authority 42
The Provincial Corrections Institutions 43
Inmate and Institutional Statistical Data 44
THE FEDERAL CORRECTIONS SYSTEM 46
Legislative Authority 46
Federal Corrections Institution 47
Institutional and Inmate Data 48
Educational Provisions 49
Summary of the Chapter 50

4 THE ADVANCED EDUCATION SYSTEM 52
Introduction 52
Institutions 52
The Department of Advanced Education 56
Summary 61

Chapter Page

5 DESIGN OF THE STUDY 62
  Review of the Problem 62
  Data Gathering Procedures 62
  Summary 66

6 PROGRAM ADMINISTRATION OF EDUCATION SERVICES OFFERED TO INMATES OF CORRECTIONAL INSTITUTIONS BY ADVANCED EDUCATION INSTITUTIONS 67
  MOUNT ROYAL COLLEGE 67
    Documentation 67
    Interviews 68
    Description of the Drumheller Institution Program 68
    Description of the Calgary Correctional Institute Programs 72
    Special Programs 75
    Concerns 76
    Recommendations 78
  GRANT MACEWAN COMMUNITY COLLEGE 81
    Documentation 81
    Interviews 81
    Description of the Fort Saskatchewan Correctional Institution Program 81
    Concerns 85
    Recommendations 86
  ALBERTA VOCATIONAL CENTRE, GROUARD 88
    Documentation 88
    Description of the PRCI Program 89

Chapter Page

Special Programs 92
Concerns 92
Recommendations 93
SOUTHERN ALBERTA INSTITUTE OF TECHNOLOGY 94
Documentation 94
Interviews 94
Program Description 94
Concerns 96
Recommendations 97
Summary of the Chapter 98

7 ANALYSIS AND DISCUSSION OF THE DATA 99
PROGRAM ADMINISTRATION 99
Program Development 99
Program Implementation 102
Program Delivery 103
Summary 104
CONCERNS 105
RECOMMENDATIONS 109
IDENTIFICATION OF ISSUES 116
Establishment of Roles 116
Determination of the Purposes of Inmate Education 117
Security 117
SUMMARY 117

Chapter | Page

8 THE ISSUES EXAMINED 119

Introduction 119

Establishment of Roles 119

The Purpose of Corrections Education 122

Security 126

Resolution of the Issues 128

Summary of the Chapter 128

9 SUMMARY, CONCLUSIONS AND RECOMMENDATIONS 129

SUMMARY 129

CONCLUSIONS 130

RECOMMENDATIONS 133

Recommendations for Improved Program Administration 133

Recommendation for Further Study 136

BIBLIOGRAPHY. 137

APPENDIX A: Interview Schedule 142

APPENDIX B: Correctional Institution and Inmate Data . . . 146

APPENDIX C: Department of Advanced Education Program Coordination Policy and Guidelines 153

LIST OF TABLES

Table — Page

1 Population Data for Alberta Correctional Institutions, April 1, 1972 to March 31, 1972 44

2 Selected Characteristics by Percentage of Total Inmate Population for Inmates Admitted to Provincial Correctional Institutions Between April 1, 1972 and March 31, 1973 45

3 Selected Inmate Offences by Percentage of Total Offences for Inmates of Provincial Correctional Institutions Between April 1, 1972 and March 31, 1973 45

4 Selected Characteristics of Inmates Admitted to Federal Correctional Institutions by Percentage to Total Inmate Admissions in 1972 48

5 Selected Inmate Offences by Percentage of Total Offences for Inmates Admitted to Federal Correctional Institutions During 1972 49

6 Schedule of Interviews 64

7 Post-Secondary Institution Documents 65

8 Concerns Reported by Post-Secondary Institutions in the Administration of Programs for Inmates 105

9 Recommendations Made by Post-Secondary Institutions for the Administration of Programs for Inmates 110

10 Numerical Distribution of Ages of Adult Inmates of Provincial Corrections Institutions Between April 1, 1972 and March 31, 1973 147

Table Page

11 Numerical Distribution of Educational Attainment by Highest Grade Completed for Inmates of Provincial Corrections Institutions Between April 1, 1972 and March 31, 1973 148

12 Numerical Distribution of Offences by Parts of The Criminal Code, Federal Statutes, Provincial Statutues, Municipal By-Laws of Inmates of Provincial Institutions Between April 1, 1972 and March 31, 1973 149

13 Percentage Distribution of Indian and Metis Inmates to Total Population in Provincial Corrections Institutions Between Arpil 1, 1972 and March 31, 1973 150

14 Numerical Distribution of Age on Admissions for Adult Inmates Admitted to Federal Correctional Institutions during 1972 150

15 Numerical Distribution of Educational Attainment by Highest Grade Completed for Inmates Admitted to Federal Correctional Institutions during 1972 151

16 Numerical Distribution of Offences by Parts of the Criminal Code and Federal Statutes for Inmates Admitted to Federal Correctional Institutions during 1972 152

LIST OF FIGURES

Figure — Page

1 Conceptual Framework 4

2 Structure of the Department of Advanced Education 59

Chapter 1

STATEMENT OF THE PROBLEM

Introduction

Higher education throughout North America is in a state of transition. Historically, educational opportunity beyond high school has been the reserve of an elite, either social or intellectual. It can easily be demonstrated that, for decades, a highly limited portion of the population participated in higher education. However, a discernible trend from an elitist to a mass focus for higher education has been exemplified by the establishment of new forms of institutions and in a developing social awareness of existing institutions. Higher education is increasingly being regarded as the right of everyone, and government policies and institutional attitudes reflect a philosophical stance which conforms to a belief that any citizen who wishes to participate should have access to educational experience beyond basic schooling.

One group of individuals which has become the focus of efforts to provide access to higher education is made up of those individuals who have been incarcerated. Two reasons might be suggested for this focus. First, inmates should have the right to choose from a set of educational alternatives. Second, a corrections approach to classic penology has assigned a rehabilitative approach to educational services. The former assumes that inmates have not been deprived of access to education. The latter suggests a more complex relationship between education and a specific social need. Other reasons might be proposed, but it is apparent that the delivery of educational services to inmates of correctional institutions is a common practice.

In Alberta, as in many other jurisdictions, post-secondary institutions have established mechanisms for the delivery of services to inmates of correctional institutions.

At the same time, individuals involved in rehabilitation programs for inmates have expressed a view that points to a need for revised and expanded educational services. Having identified an important role for education in the total rehabilitation program, they continue to pressure for upgraded educational services in both federal and provincial institutions.

Similar suggestions for improved programs have been made by educators working within advanced education institutions. These suggestions have led to several attempts by educational institutions to provide educational resources in terms of staff, facilities and programs to inmates of correctional institutions.

At the same time, the Solicitor General's Department has recognized inadequacies in the rehabilitation programs of correctional institutions generally, and in the education programs of those institutions specifically. The Solicitor General has enunciated the desire of her Department to improve the overall effectiveness of the provincial corrections system.

Alberta Advanced Education in its concern to coordinate programs in the post-secondary system and in its desire to fill program gaps has become aware that a latent area of educational service has been identified. On one hand, Advanced Education is committed to responding to new program needs and on the other it assumes a posture that demands careful planning and coordination.

It is against this background that this study was conducted.

Purpose of the Study

The administration of educational programs which serve inmates of correctional institutions is complex, involving several government departments, educational institutions of differing levels, and special client need. This situation combined with a dissatisfaction with the current level of service points to the need for a series of studies which would lead to the development of improved educational services.

The purpose of the study is to describe institutional programming activity which was designed for an extraordinary student population and to present emerging problems and recommend improvements for activities that involve an educational response to the complex social issue of corrections.

Statement of the Problem

The study addressed five major questions:

1. What structures and procedures are employed by post-secondary institutions in the administration of programs for inmates of correctional institutions?

2. What concerns are expressed by officers in post-secondary institutions that developed programs for inmates?

3. What recommendations for more effective and efficient

program administration can be made on the basis of the experience of post-secondary institutions?

4. What issues can be identified which emerge from the administration of programs for inmates?

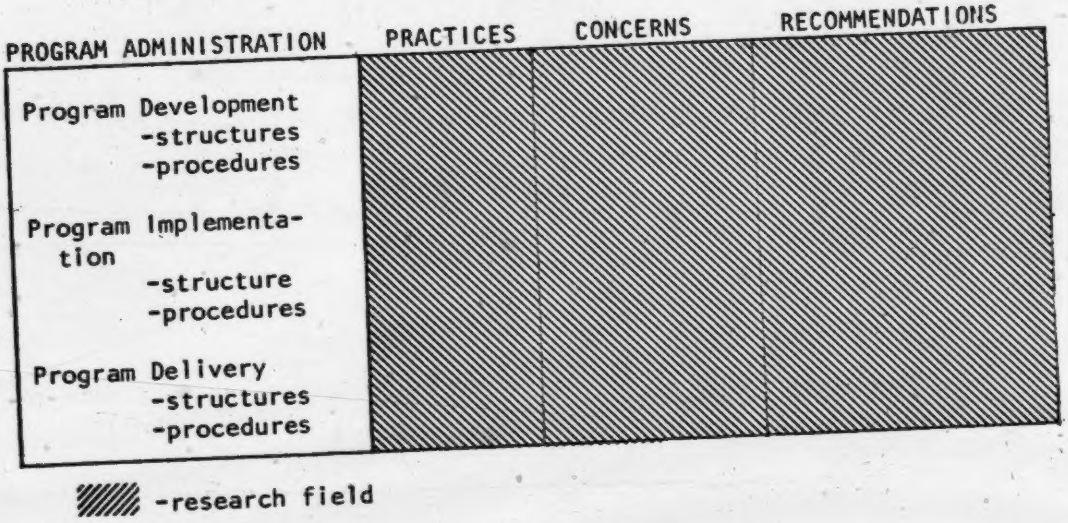
5. What roles can be assigned to the Department of Advanced Education in the administration of programs for inmates?

Conceptual Framework for the Study

The proposed study was designed on the conceptual framework shown in Figure 1.

Figure 1

Conceptual Framework



PROGRAM ADMINISTRATION	PRACTICES	CONCERNS	RECOMMENDATIONS
Program Development -structures -procedures Program Implementation -structure -procedures Program Delivery -structures -procedures	▨	▨	▨

▨ -research field

Program administration is viewed as the total of decision-making structures and processes that are required and become a part of the response to an educational need including the recognition of the need itself.

For the purpose of survey and analysis, program administration is conceived as being composed of three elements: program development, program implementation, and program delivery. Each of the areas was researched at two levels--structure and procedure.

Program development is defined as those elements in program administration which are concerned with the identification of needs, the decisions which lead to the development of programs, and the activities associated with the planning of programs.

Program implementation is defined as those activities of program administration which relate to the translation of program plans into operational programs including the marshalling of resources and the designing of administrative frameworks for operationalizing programs.

Program delivery is defined as that stage of program administration which includes the organization of the teaching/learning activity and that activity's nature. Evaluation of programs is also considered as a component of this stage.

Within each of the three identified subdivisions of program administration, each of the areas of interest in the study were further divided to facilitate research, reporting and analysis. The first of these divisions, structures, addressed the organizational framework designed to accomplish the activities of each of the three subdivisions. The second of the divisions, procedures, focused on the activities associated with each of the decision areas.

This categorization of program administration was then used as the framework for researching the areas of interest in the study, which were practices, concerns and recommendations.

Practices are those structures and procedures which were employed in program administration.

Concerns are those problems which were identified by interviewees and the documentation.

Recommendations are those suggestions for improvement which were made by the information sources.

The conceptual framework was not intended to be a taxonomy of program administration, but was designed for the use of the specific research project.

The conceptual framework was:

(a) used as a guide in collecting program administration data, and

(b) applied to the reporting of practices employed by post-secondary institutions.

Delimitations of the Study

The study include advanced educational institutions which have developed educational services for inmates of correctional institutions.[1] These were:

- -Mount Royal College
- -Grant MacEwan Community College
- -Alberta Vocational Centre, Grouard
- -Southern Alberta Institute of Technology

---

[1] These institutions were identified on the basis of a survey conducted by the researcher.

The study does not deal with post-secondary education offered independently within correctional institutions.

Limitations of the Study

The study was limited by the willingness of the respondents and by the inherent difficulties involved in soliciting and reporting perceptions.

Definitions

Concern. A concern is a problem or a difficulty experienced in the administration of programs.

Issue. An issue is a concern for which more than one solution is available, or for which a contradiction in solutions exists, or for which no solution has yet been devised.

Corrections. Corrections is all activities associated with society's reaction to those individuals who break the law.

Program administration. Program administration is all of the activities which lead to the delivery of programs from the recognition of need to evaluation.

Post-secondary institution. A post-secondary institution is an educational institution which delivers programs for adults and for which the Department of Advanced Education has coordination responsibilities.

Post-secondary education. Post-secondary education is any level of education delivered by a post-secondary institution to adults.

Organization of the Study

Following the introductory chapter which states the problem and describes the conceptual framework for the research, the study follows the organization outlined below.

Chapter 2 reviews three areas of literature which are appropriate to the study; corrections theory, coordination theory and program administration theory. A description of several existing programs developed for inmates by institutions and an agency external to correctional institutions concludes this chapter.

The setting in which the study takes place is described in Chapter 3 and Chapter 4. The former chapter outlines the correctional system in Alberta and includes statistical data for institutions and inmates. Chapter 4 describes the advanced education system including the institutional and agencial components.

Chapter 5 discusses the design of the study by outlining the procedures used by the researcher in the collection, reporting and analysis of the data.

In Chapter 6, the data collected concerning the administration of programs for inmates by post-secondary institutions is presented. Also presented are the concerns and recommendations expressed by interviewees and reported in the documentation concerning programming for inmates.

The analysis of the data occurs in Chapter 7. Issues which emerge in the analysis of the data are identified.

In Chapter 8, the issues are examined from the perspective provided by the literature and the setting.

The closing chapter states conclusions based on the statement of the problem and makes recommendations for more effective and efficient program administration.

As noted in the above, the following chapter reviews the literature which is appropriate to the study. Three topics are discussed:

(a) corrections;

(b) coordination; and

(c) program administration. This review concludes with a description of a sample of existing programming activities for inmates.

Chapter 2

REVIEW OF THE LITERATURE

CORRECTIONS

The Nature of Corrections

As a term referring to practises and services, corrections is used only in English-speaking North America and Australia, where it has been selected to replace "penology" (McGrath, 1965).

Grygier (1965) identifies corrections as being those activities and services which focus on the eradication of undesirable behaviour as that behaviour is framed by law.

McGrath (1965; p. 2) proposed that corrections encompasses "the body of knowledge and practice related to society's handling of people--either adults or children--who have been convicted of an offence."

Conrad (1965) prefers to use the term corrections apparatus to identify a system made up of many parts including the legal system, physical detention structures and parole and release procedures.

Each of these descriptions agrees on the role that the law plays in determining the nature of corrections. This role has been further addressed in the Report of the Canadian Committee on Corrections, hereafter referred to as the Ouimet Report (Canada, Department of the Solicitor General, 1969). The report notes that who becomes liable to correctional treatment and how that person is treated depends largely on the provision of the law, since the law specifies offences, establishes the operation of the judicial system and sets the limits on correctional service.

Since the nature of corrections is largely determined by legislation which is drawn up to protect society from crime, the way one views corrections is also the way one views punishment. As McGrath (1965) has outlined, three theories of punishment characterize the development of western civilizations:

1. Theory of Retribution: This theory is based on the belief that the criminal should suffer for what he has done, that he owes a debt to society and that the amount of punishment must be related to the nature of the crime. The theory places responsibility for the offense on the individual by accepting the principle of free will.

2. Theory of Deterrence: This theory is based on the belief that the punishment inflicted on an offender serves to deter others from criminal acts and the offender from committing the offence again.

3. Theory of Reformation: This theory is based on the proposition that the punishment process serves to protect the public from illegal activity, but maintains that the only real protection lies in reforming the individual. The function of the judicial and corrective process is to return offenders to normal and law-abiding lives as quickly and as expeditiously as possible.

These theories, as McGrath (1965) suggests, have throughout centuries of history determined the nature of man's dealings with offenders; at any one time in any society the dominant theory was reflected in what we now refer to as corrections.

Shoham (1968) has provided a scheme which frames the scope of those activities and services which have come to be called corrections. According to Shoham, chronoglically these activities are as indicated below:

1. Criminal prophylaxis concerned with diagnosis, prognosis and treatment of potential offenders.

2. Sentencing policy dealing with the application of the various penal measures by the courts.

3. Execution of the sentence.

4. After-care centered on the offender's re-adaptation to society.

McGrath (1965) identifies those services which fall either in whole or in part within the scope of adult corrections as:

-prevention

-police

-jails and lock-up

-family courts

-criminal courts

-probation

-prisons (penitentiaries, reformatories and special institutions)

-parole

-after care.

This discussion establishes that corrections concerns activities and services related to societal reaction to violations of the law.

The Historical Context of Corrections

Until the middle of the 18th Century, execution and corporal punishment such as flogging and pillorying were the principal means by which society dealt with offenders (President's Commission, 1967). Until then, it was necessary only to maintain jails in which prisoners could be held while awaiting trial or the execution of the sentence (Kirkpatrick, 1965). Debtors and political prisoners were the exceptions to an imprisonment system which had three purposes: dentention awaiting trial; a means of exerting pressure for payment of fines; or, temporary confinement before an imposed servitude (Johnson, 1974).

The replacement of corporal punishment by imprisonment arose from both the spirit of humanitarianism that accompanied the "Enlightenment" in Western Europe, and the effect of the philosophy of utilitarianism developed in the late 18th and early 19th Centuries (President's Commission, 1967). Kirkpatrick (1965; 465-466) identifies Beccaria's *Dei Delitti E Delle Pene* (on Crimes and Punishment), 1764, as a leading documentation on this change in orientation.

> This depicted the prevention of crime as a balance between those measures designed to direct the individual's pattern of living into socially accepted ways and those broad social programs designed through law to restrain the development of criminal behavior and activity. His principle of relating specific punishments to various orders of offenses has been described as a tariff system of sentencing; but more important are his utilitarian concepts of punishment as related to the social good.

The prison, however, was still intended to be a deterrent, and the view was commonly held and was exemplified in the prison environment that pain, suffering, deprivation, strict discipline and the performance of useless and unpleasant tasks would not only deter but also bring about repentence, remorse and reformation (Kirkpatrick, 1965). Hard labour was deemed to be essential to reformation of character; the prisoner was separated from the outside world; hard and unremitting labour, perpetual silence, and unquestioning obedience were maintained by severe punishments (Johnson, 1974).

Modern Concepts of Corrections

Slowly, throughout the 19th Century, the idea that something more was needed gained acceptance. From various quarters, the aim of correction emerged from a dissatisfaction with the concept of sending a man away from society to learn how to live in society (Kirkpatrick, 1965). Concentration on the fundamental factors behind criminal impulses and toward removing the situations conducive to crime became a preferred approach rather than directing hostile impulses toward the individual offender (Johnson, 1974). There emerged the recognition that motivation is more than a matter of a rational choice between good and evil, and that useful occupation of prisoners in shops, farms, classes and recreation is the starting point for rehabilitiation.

The reform model. The corrections model prevalent in the 20th Century is more complex than previous patterns. It is composed of rehabilitation strategies based on the concepts of re-education and psychological therapies and a reorientation toward breaking the isolation of the correctional institution from the mainstream of social life (Johnson, 1974).

McGrath (1965) attributes the growth in this orientation to an adopted aim to correct. Support for this correctional ideal was found in the social and medical sciences and in the contemporary understanding of human nature and of the nature of society itself.

The outcome in revised services was a focus on the individual--on correcting him by providing education, vocational training, religious guidance and psychotherapy (President's Commission, 1967). The new ideals led to different kinds of institutions; medium security prisons, minimum security facilities, forestry camps and farms. Centres were created for reception, diagnosis, pre-release and post-release guidance, for medical and psychiatric treatment, for alcoholics, addicts and others (President's Commission, 1967).

Also of increasing importance in the reform model is the concern with prevention and extended parole and probation utilization (Johnson, 1974).

The reform model has been reported by Conrad (1965) to be the dominant form of current corrections activity.

Community-based corrections. There is developing concern that the focus of corrections activity must change. In Canada, the Ouimet Report clearly indicates that community responsibility be a concomitant to any corrections program (Canada, Department of the Solicitor General, 1969). In the United States, the President's Commission recommends that the goal of re-integration of the inmate into society is more likely to be achieved if offenders are dealt with in a community setting rather than by incarceration.

Both of these positions reflect a further development in corrections which focuses on the community. Kirkpatrick (1965; p. 469-470) insists a positive and dynamic program aimed at personality must utilize processes which are:

> ...used within a hospitable milieu to create or restore, to the greatest possible degree, the ability of the individual to establish desirable goals and to perceive not only his individual role but also his social responsibility to live acceptably and productively in his community, thus enabling him to function at his best capacity in his interpersonal and community relationships.

Johnson (1968) recognizes these principles in an emerging development that he identifies in which the social structure and normative system of the community are included among the factors to be investigated as the causes of deviance.

The importance of addressing the community and in particular the neighborhood in correctional processes has been stressed by Glaser (1972), who relates sociological studies which report that the delinquency of youth is not just a function of home, heredity or cultural environment provided by parents, but rather that delinquency reflects neighborhood. The studies suggest that within neighborhoods, delinquency rates do not differ for families according to such factors as income as much as they do for averages between neighborhoods. While these studies focus on juveniles, the results encourage one to question the individual emphasis that has been employed in corrections.

Suggesting that crime prevention is ultimately linked with community development, Johnson (1968) describes two trends which hold the potential for bringing them together. The first provides therapeutic community, group treatment methods, new classification schemes, and more active involvement of the inmate in the treatment processes. The second trend is toward reduction of discrepancies between correctional institution programs and other service programs in the community by bridging the gap between confinement and freedom.

The preceding discussion indicates two important factors that establish the context for modern corrections; first, detention is a relatively recent corrections technique and second, corrections is increasingly coming closer to the meaning implicit in the term by employing a broad range of activities in a community milieu.

Education in Corrections

Historically, education as an element in corrections has been traced by Fox (1972) to 1870 when deliberations of the first American Correctional Association Annual Congress considered the role of education in corrections. Fox identifies education as the second major change in corrections activity following a concern for religious and moral education. The establishment of Elmira Reformatory in New York in 1876 marked the beginning of correctional education and manifested the trend to regard incarceration as a rehabilitative rather than a punitive process.

Studies in Canada and the United States which surveyed national corrections practices report that education is a common part of corrections programs (President's Commission, 1967; Canada, Department of the Solicitor General, 1969).

Both studies report that typical programs include academic and vocational education with a heavy dependence placed upon the use of correspondence courses. Often trade training is incorporated into institutional activity for such skills as barbering and cooking.

A similar finding by Conrad (1965) indicates that corrections education functions as a program component beyond North America and is a part of that activity and the purposes it is expected to accomplish.

Basis of Corrections Education

The development of orientations to corrections has previously been traced and the current prevalence of the reform model with its rehabilitative focus has been reported. As well, the existence of an educational component in present day corrections activity has been established.

The basis for the education component in corrections and its rationale has been observed by several writers.

Johnson (1968) notes that it is understandable that prisoner rehabilitation and education are closely related since the school in North American society is viewed as the panacea for social problems. Since breaches of the law have been viewed as a social problem and since education has assumed the largest share of the responsibility for inculcating a sense of civic responsibility and serving as a means of social control, the linkage between corrections and education is natural.

Ouimet (1969) suggests that a series of re-educative experiences for the inmate promotes his identification with non-criminal society and with goals sanctioned by society. From this perspective, education in corrections serves as a socializing agent by attempting to benefit the inmate for both himself and the community (Canada, Department of the Solicitor General, 1969).

Fox (1972) suggests that education has become an important focus of corrections since educational level offers the easiest way to measure many factors that may be an index of lack of cultural assimilation or of alienation from society. Fox's (1972) approach characterizes a perspective which notes deviances from the norm in educational attainment and level achieved by inmates. From this perspective, a remedial course of action should follow the recognition of educational deficiencies.

It is commonly suggested that offenders have, on the average, achieved three grades fewer than the general population. Glaser (1969) indicates that inmates are not only retarded in grade level completed, but are revealed by test to have an achievement grossly below that for the grade in which they were last registered.

Johnson (1968) adds to these ideas by drawing attention to a particular under-representation by inmates who have been educated beyond the eleventh grade and to a high proportion of inmates below the eighth grade, both of which testify to a previous lack of scholarly interest and an inferior position in competing for employment and prestige in the community.

These comments suggest that education in corrections has as its basis first, the socialization function and second, the academic normalization of inmate population.

Purposes of Corrections Education

The primary purpose of correctional education has been proposed to be to provide inmates with:

> (1) the tools of literacy, (2) trade and vocational training, (3) valuable secondary advantages such as good work habits, self-perception of accomplishment, feelings of worthiness, a sense of the dignity of labour and the rewards of successful competition (Fox, 1972; p. 183).

Similarly, Johnson (1974) suggests that a small portion of the gap in the community's educational system can be filled by educational programs which provide: (1) academic education concentrating on improving communication skills and increasing personal understanding, (2) social education aimed at encouraging the inmate to reorient those attitudes that handicap him in achieving responsible relationships with others while meeting his own needs, and (3) vocational training focused on imparting competency and steady employment.

These comments relate directly to education being used to influence behaviour patterns so that some future patterns of living will display both personal and social adjustment. As such, they indicate a "corrective role" for education for inmates. Alluding to this purpose, the Ouimet Report submits that recent experiments in applying techniques developed in adult academic programs to inmates offer a possibility for improved rehabilitation, and may have distinctive advantages over other programs (Canada, Department of the Solicitor General, 1969).

Fox (1972) provides a broader context for corrections education than that noted above. Fox insists that education is only a vehicle by which some other objectives are accomplished such as work habits, feelings of achievement and effectively dealing with the environment.

Further broadening the base for the purpose of corrections education, McGrath concludes that no single service in corrections must be isolated, but must become only one element of an overall program for rehabilitation:

> The services can be fragmented administratively, but the individual offender cannot be; if treatment is the goal, then all the services that deal with him must work together. (McGrath, 1965; p. 4).

From this discussion, the conclusion can be made that, in general terms, corrections education shares the same purpose as the corrections system itself; its nature, its scope and its orientation both reflect and contribute to the corrections model within which it operates.

Issues in Corrections Education

General issues. Comprehensive studies completed on behalf of government have reported the condition of corrections in both Canada and the United States.

Each study surveyed corrections practices and each reported several issues which pertain to corrections generally.

In Canada, *The Report of the Canadian Committee on Corrections*, (the Ouimet Report), identified the following issues:

1. The need to agree on the aim and function of corrections.
2. The fragmentation of the division of responsibility between federal and provincial government and by different administrative patterns in various jurisdictions.
3. The need to discover the most effective way of dealing with offenders.
4. The need to provide more staff, particularly in professional

categories.

5. The isolation of many institutions caused by the geographical distance frequently found between institutions and urban centers.

6. The need to agree on the purpose of the criminal law (Government of Canada, Department of the Solicitor General, 1969; pp. 316-318).

In the United States, the National Council on Crime and Delinquency collected data from each state and summarized seven categories of correctional issues:

1. The need for strengthening of probation and parole.

2. The need for improved funding of correctional services.

3. The need to clarify correctional philosophy by resolving ideological philosophies.

4. The need for better public understanding of the correctional task.

5. The need for more qualified personnel.

6. The need for increased coordination of services at the state level.

7. The need for improvement in the administration of justice. (President's Commission, 1967).

While these issues address corrections generally, they are important for education because they refer to that service by implication. If education is regarded as a service component of more comprehensive programs, it is essential that these issues be recognized.

Fornataro (1970) has indirectly addressed many of these issues by pointing to inadequacies he identified in the educational component of the Canadian corrections system. Fornataro noted a highly restricted scope of operation for education in that it reaches a small proportion of the population, is slow to respond to societal changes and in total reflects a lack of commitment to a corrective ideal. Fornataro's comments point to the governmental findings in both Canada and the United States that there is lack of agreement on corrections orientation, inadequate funding support and a need for improved coordination.

Other issues with specific application to corrections education demand more complete discussion.

Selection of inmate students. Qualities of the inmates themselves influence education programs. Which inmates will respond to educational services within the environment of the institution is the critical factor.

Johnson (1974) has distinguished three types of inmate whose characteristics determine their respective need for education. For the first group, crime is a symbolic release of mental conflict. The second group is made up of offenders who are educationally "average" and psychologically "normal," but who have become committed to procriminal values. The third group consists of inmates who are deficient in vocational skills and educational attainment but who are otherwise essentially "normal" persons. "If rehabilitation is to take place, the inmates must possess intellectual and emotional capacity for change--qualities not characteristic of all prisoners" (Johnson, 1974; p. 488).

Johnson (1974) considers this third group to be the inmate population for which educational services should be designed. The remaining inmates, he suggests, require treatment which is beyond the expectations of educational programming.

Evaluating corrections education. When attempts to evaluate the contribution of education to the rehabilitation process have been made, the results have often been inconclusive and contradictory.

Not only has there been difficulty in determining the effectiveness of corrections education because of conflicting results, but there is concern as to the criteria to be used to establish the degree of success. Increasingly, the criterion of success or failure of the corrections apparatus is recidivism. This tendency is implicit in Glaser's (1972; p. 318) comment:

> When one defines "success" for research purposes as the absence of post-release felony convictions or parole violations, some studies indicate that inmates who were in prison school succeed more than those who were not, while other studies have the opposite finding.

Conrad (1965) has cautioned against reliance on recidivism as an indicator of effectiveness. He suggests that since recidivism is the most available and understandable gauge, one is tempted to believe that it is the only possible gauge. However, Conrad (1965) states that reliance on recidivism must be questioned. He proposes that:

> ... the efficacy of correctional service is only one among many forces impinging upon the offender after his release... it is necessary to establish expectation for different kinds of offenders. (Conrad, 1965; p. 298).

Similarly, Wilkins states that there should be a concern with both the type of treatment and with the type of offender, because the postulated outcome can be seen only in terms of interaction:

> We no longer affirm that it is possible to find out the truth about the offender, believing that from that truth everything else will become clear. We regard it as likely that the offender may be influenced by his environment and that he himself may be an influence on it. There are no longer any fixed factors; all are variable. (Wilkins, 1969; p. 106).

It is clear that the evaluation of corrections education should be viewed from a broad perspective which acknowledges the social and personal context of corrections as well as the role that education can fulfill in the process.

Summary

The review of the literature on corrections indicates that the nature of the processes by which society deals with offenders is shaped by broad social attitudes. Currently, corrections encompasses a wide range of activities which focus on the rehabilitation of offenders so that they can live in and contribute to society.

One element of the corrections process is education. Education has been given a significant role in the total of correctional activity. Beginning with an emphasis on vocational training, education is now considered to serve inmates on a personal and social basis which recognizes the importance of the total adjustment and development of the individual.

COORDINATION

A developing concern in post-secondary education has been to find ways to ensure that various parts of post-secondary systems function in harmony with each other so that broad social needs are met. Interconnected and interdependent institutions, programs and services have become the focus of efforts to rationalize and guide the component parts to achieve system-wide goals through structures and processes comprising activities known as coordination.

The Nature of Coordination

Purpose of coordination. There is little disagreement over the basic purposes of coordination. Small (1972; p. 4), reporting the results of a review of coordination as conceptualized and practised throughout North America recognized a common theme in the literature underlying the purposes of coordination: "an acknowledgement of various inherently conflicting but legitimate interests which by rational and considerate action can be mutually satisfied."

This acknowledgement has resulted in views such as Bosetti's (1972) that coordination serves as a means for controlling present educational systems and values.

At the same level of generalization, Bosetti (1972) further suggests that coordination serves to provide an array of educational opportunities in a flexible and responsive system while meeting demands for integration and efficiency.

Refining these concepts, the Commission on Educational Planning states that coordination is required to ensure that action is taken in accord with the principles of efficiency, equity, quality and unity so that the following benefits accrue:

-assurance of the right and opportunity to choose from among alternative forms of schooling.
-less duplication of effort.
-wiser allocation of resources.
-greater capacity for quick and efficient mobilization of

resources to meet changing situations.
-improved program continuity and transferability.
-planning capabilities that transcend those of sub-systems and individual institutions. (Government of Alberta, 1972).

In practice, coordination becomes the process of balancing social, political and economic forces. Historically, higher education has been characterized by semi-autonomous and independent institutions, but

> societal and philosophical changes following the second world war brought new demands from the public and their elected representatives for greater control over the activities of higher education. (Small, 1972; p. 3).

The manner in which the forces operating within higher education itself and those forces in the environment which act on higher education are reconciled determines the nature of coordination. Henderson (1970) has addressed this issue by indicating the political nature of the provision of higher education and the problem of determining the needs of society for higher education and the ways of providing sufficiently for institutions so that they can meet those needs. The problem, as defined by Henderson (1970), is to provide post-secondary opportunity and to resolve consequent financial problems while avoiding the creation of a centralized decision-making and planning bureaucracy embedded within the administrative structure of the state.

This latter comment by Henderson (1970) hints at the experiencial nature of coordination. This has seen the establishment of agencial components which have intervened between social need and economic forces and which, while recognizing those aspects, operate in and acknowledge political realities.

Whatever mechanisms or structures exist to accomplish the task of coordination, it is clear that the nature of coordination is a function of what is needed socially, what is possible politically and what is feasible economically.

Functions of Coordination

Glenny (1959) has identified four essential functions for coordination: planning and policy-making; allocation of functions and programs; determination of financial needs and budget requests; and planning facilities and support.

Of these, Glenny (1971) identifies planning as the most important activity and recognizes the following components in planning:

1. Increasing the amount and diversity of educational programs and types of institutions.
2. Caring for and adapting to the wide spectrum of interests and values of the new student bodies.
3. Developing new educational means and experiences appropriate for the society of the future.
4. Cultivating the external degree, education or job, internship experience and public service activity in meeting new needs.
5. Improving the quality of undergraduate education.
6. Providing for ease of transfer between institutions and programs.
7. Establishing, maintaining and discontinuing graduate and professional programs to meet manpower and personal needs without oversupplying or undersupplying the market.

8. Funding research and public service activity and directing it toward fundamental social problems and basic theoretical concepts.

9. Determining the need for and type of physical facilities required.

10. Making optimal use of new media and technologies for instruction.

11. Terminating unproductive, obsolete or unnecessary duplicative programs.

12. Setting the financial obligations of the student as against the state.

Concurrence with Glenny's proposals can be found elsewhere:

> In order to ensure that there is adequate accessibility, opportunity, and supply of educational services to meet existing and emerging needs within economic and societal restraints, it is necessary to assign roles and service parameters to each institution. (Bosetti, 1972; p. 51).

Financial functions in terms of the allocation of resources and major decisions of facilities planning have been supported in terms of accountability to the public purse (Henderson, 1970).

Coordinating activities embrace literally all higher education activities; the assignment of the responsibilities for carrying out these functions further determines the nature of coordination.

The Practice of Coordination

The essential issues in coordination have become centered on the various roles to be performed in its practice and the allocation of those roles between the parties involved in higher education. General acceptance of the purposes and functions to be performed has led to a continuing debate as to who can best perform those tasks which are acknowledged as being necessary to the effective and efficient satisfaction of educational needs.

When coordination is applied to a post-secondary system, the sorting out of functions and responsibilities can result in varying degrees of autonomy or control. Glenny (1959) has reported the existence of a range of coordinating mechanisms beginning with voluntary coordination at the most moderate level to state-wide governing boards at the extreme level of control. The full range of coordinating mechanisms recognize the importance of coordination but the variations in practical examples are accounted for by differing concepts of the role of a central agency or authority versus institutional autonomy (Glenny, 1959). A continuing controversy has resulted which debates the respective functions and relationships between political interests and educational interests.

PROGRAM ADMINISTRATION

A variety of terms are used interchangeably to describe a process which attempts to find solutions to the question: How do we design programs that will meet the needs of the participants and at the same time accomplish the objectives of the sponsoring agency? The terms most often used are program implementation, program administration, program promotion, curriculum development, project development, and course development (Aker, 1972; p. 22).

The term chosen for use in this study to describe structures and procedures established to answer the underlying questions is program administration. Specifically, the delimitation is program administration for adult learning activities by post-secondary institutions.

Concepts in Program Administration

The manner in which post-secondary institutions respond to educational needs has become the topic of much recent discussion. Various conceptual frameworks have been proposed to describe the nature of the process and to identify prescriptions for effective program administration.

Knowles (1970) has identified a categorization of steps which he considered essential to effective program administration. The categories not only describe activities considered to be critical to effective programming, but they establish the parameters of the activity:

1. Identification of needs - something a person ought to learn for his own good, for the good of an organization or for the good of society. It is the gap between an individual's level of competencies and higher level required for effective performance as defined by himself or others. Also considered as a part of need are interests.

2. Identification of goals and objectives - stated clearly to be translated into learning tasks.

3. The arrangement of the task to be learned - the core of the planning process.

4. Identification of specific tasks - selection of techniques and the marshalling of resources.

5. Evaluation - the assessment of what the program intended to accomplish compared to what it actually accomplished.

In an effort to bring out a goal of personal and attitudinal change in adults through educational experience, Aker (1972) has provided a model for program development which further refines the concept of the subject and identifies its components to a higher level of specificity:

1. Identifying a problematic situation usually in terms of a given situation.

2. Making judgments about appropriateness of the problem to educational experiences.

3. Refining a suitable program; making decisions regarding:

   (a) format - general style of the activity.

   (b) leadership - identifying responsibility for implementation.

   (c) methods - generally a function of the nature of what is to be learned.

   (d) materials - closely related to method.

   (e) group morale - ensuring "good feelings" between all those involved in the process.

   (f) individualization - the allowances made for individual need.

   (g) communication - making the pattern of participation and expected outcomes known to everyone.

   (h) evaluation - determining what is to be measured, by what means and when.

5. Providing administrative supports:
    (a) guidance.
    (b) finance.
    (c) public relations - communication of programming to the various publics; also includes a coordination function with other programs and other agencies.
6. Carrying out the learning activities.
7. Measuring the progress achieved.
8. Appraising the whole process.

It could be expected that the appraisal stage would identify new problematic situations and set off the process once more.

While the process should not be viewed as being necessarily linear, it has been suggested that each of the steps is essential and that their presence should characterize activities pertaining to program administration for adults (Aker, 1972).

Community Services Programming

A type of programming for adults which is receiving increasing emphasis in terms of support and scope by post-secondary institutions focuses on the social, physical, economic and political environment of the community and aims to promote a greater degree of personal self-realization and fulfillment.

By working through established organizations, agencies and institutions, this programming seeks to improve the quality of life for all citizens. Generally designed for part-time learners who integrate the programs into their ongoing life style, these programs have been placed under the generic umbrella of community services (Aker, 1972).

A review of the literature on community services programs would show variations in individual perception of the scope of the activity and that it is difficult to generalize about community services. However, agreement would be evident that community services are client rather than program-oriented (Nelson, 1971).

At the same time, Nelson (1971) relates minimum community service programs as being composed of:

1. Community use of facilities.
2. Community educational services.
3. Cultural and recreational activities.
4. Institutional development including special events, citizen participation groups and a community information service.

Holden (1972) has proposed similar community service program functions for post-secondary education:

1. Teaching undereducated adults (at basic literacy levels).
2. Providing effective offerings in technical and general education for those who have not completed high school.
3. Providing college preparatory education, technical education or occupational education for life support needs.
4. Teaching and counselling of adults as parents, consumers and citizens.
5. Increasing the body of knowledge in adult and continuing education.

What makes community services programming different from typical post-secondary programming can be detected from the above discussion. That is, community services programming is outward looking, towards adults who are not full-time students but who require or desire learning experiences that can be integrated into their everyday lives. This kind of activity has obvious implications for program administration which must account for the unique orientation of these programs.

Program Administration of Community Services

A process for administrating community services programming has been related by Nelson (1972). It consists of:

-planning,

-involvement,

-coordination,

-communication,

-evaluation.

The elements of this categorization, when compared with that previously described for general program administration show a significant consideration for involvement.

Nelson (1972) further develops his conceptualization of Community Services program administration which includes an important role for involvement through the vehicle of committees.

Vitally important, Nelson (1972) proposes, is the early establishment of a community advisory committee which would:

1. Identify community needs, interests and resources.
2. Develop responsive programs and services.
3. Implement, promote and evaluate programs and services.

4. Provide direct financial assistance.

5. Serve as a contact with other agencies and community leaders.

6. Assist in the follow-up of students.

7. Confirm additional program development by action research.

In addition, the advisory committee would serve to broaden the base for priority decisions which must often be made when allocating resources (Nelson, 1971).

These considerable responsibilities could be facilitated by a mechanism, Nelson suggests a community council, which would serve to coordinate activities, especially when more than one institution or agency is offering programs and services. This council would be similar to the consortia inter-link system foreseen by Raines et al (1972) which combine the interests of community agencies, institutions and governmental agencies in efforts to maximize resource use in community problem-solving.

A sample of existing programs. The literature on corrections education reports many occurrences of agencies and institutions external to correctional institutions offering programs to inmates. Some of these are reviewed here. These examples have been chosen because they are representative of the kinds of activities found in the literature, and yet each has distinctive features.

Greenfield (1972) has reported a continuing program that began in 1968, between Mercer County Community College, New Jersey and the Trenton State Prison.

Designed for well-motivated inmates who would soon be released to society, the program intends to provide an inmate with the opportunity for the type of education that will enable him to function effectively in society.

Beginning with a single correctional institution in 1968, the program has been expanded to four institutions. The activity has a unique delivery system which facilitates instruction with distances as large as ninety miles between the four institutions. Working in conjunction with telephone engineers, a system was designed involving telelecture and electrowriter units in a coordinated educational network whereby one staff member can instruct inmates in four institutions simultaneously. Two way voice and written communication is possible.

All tuition fees for student inmates were waived by action of the Mercer County Community College board of governors, and a $250,000 grant was made by the state legislature for the development of the innovative concept.

Careful attention was given to recruitment of staff, which was chosen for displayed sense of social awareness and commitment toward prison education and for an ability to relate to the inmate and his problems.

Despite the reported success of the program, Greenfield notes that only 7 percent of the educable prison population was reached, and calls for a master plan for prison education--a total system for educating prisoners.

A community college-based correctional education in the largest penal facility of its kind has been reported by Sheffer (1973).

Michigan's Jackson Community College has been involved since 1967 in offering a range of educational services to inmates. Beginning with an experimental program involving nine students, the activity expanded to include 515 inmates at the time of reporting.

Centered in the college's community services division, the program provides for career and liberal arts education, in-prison and on-campus instruction, specialized counselling, job and college placement, and free tuition and supplies. Teacher faculty undergo an orientation program in preparation for their duties with inmate education.

The extent of programming and services has necessitated the appointment of a director employed by the college who coordinates all the educational activities of the college directed toward the correctional institution.

Admission to the college requires a high school diploma or an equivalency examination. Candidates are screened by the correctional institution on the basis of past behaviour, length of sentence and security clearance. A counsellor meets each student and helps to design individual programs.

Faculty are carefully chosen to ensure that they are not only experts in their fields but are knowledgeable about corrections, and are sensitive and can relate to prisoners. All instructors complete an orientation program before contacting the inmate students.

Two other programming activities deserve mention because of their unique nature.

In June, 1974, an activity which purports to be the first four-year university level program in a state penitentiary in the United States was initiated. The University of Houston expected to have between thirty and sixty students registered in a broad range of programs: business, industrial management; human, individual and social behaviour; history of education, industrial technology (American Corrections Association, 1974).

A program for adult inmates operated by a public school district since 1969 has been reported. Centered in the Adult Education Department of the Montgomery County, Maryland Public School District, the program grew from an enrolment of ten students with one teacher to a four teacher program with fifty-five students by 1973. The program consists of high school level courses offered in a correctional institution (Kline, 1973).

These activities disclose that a range of programming patterns have been utilized in corrections education. A university, community colleges and a public school district have been shown to be involved in inmate education.

The examples also highlight an importance placed on the selection and training of staff, a need for coordination, and possibilities for modes of delivery.

Summary of the Chapter

This chapter has reviewed the literature appropriate to the study.

Corrections has been shown to assume its nature from societal contexts which determine the nature of the law and society's reaction to those who violate that law. Prevailing attitudes toward law and punishment determine the nature of the corrections apparatus.

The literature indicates that currently corrections is based upon a reform model which acknowledges a scope for corrections which includes a broad range of services. These services are focused on a concern for individual rehabilitation. A developing orientation for this model integrates efforts at reform with community development. The community is viewed as a therapeutic environment and as a bridge between incarceration and freedom.

A role for education in the rehabilitative process is recognizable in the literature. This role reflects the general role of corrections. Dominating the literature is the notion that education is one component of an overall process.

Many issues which relate to corrections generally and to corrections education specifically indicate that a great deal of problem solving is necessary before correctional processes can be effective. In general, there is a need for agreement on and for a commitment to the purpose of corrections at all levels from the responsible government departments to the community.

The literature review of coordination revealed a subject concerned with the satisfaction of conflicting interests by rational and considerate action. In terms of this study, the assurance of the right and opportunity to education involves agencies and institutions which have roles and mandates which force interfaces which are inherently conflicting. The provision of educational opportunity for inmates involves a complex system of roles and functions. Ensuring that educational services are available where needed involves the coordination of both the roles and functions of the respective parties. Because of this study's purpose, the roles and functions of the federal and provincial departments of the Solicitors General, the Alberta Department of Advanced Education, and the correctional and post-secondary institutions are the elements which require coordination.

The third area of the literature review was an examination of concepts in program administration. Program administration was viewed as the total of the processes leading to the satisfaction of an educational need by post-secondary institutions. The literature expresses program administration as an activity which begins with the identification of needs or of problematic situations and ends with an evaluation or an appraisal. With specific reference to community service programming, the literature suggests essentially the same constituent activities but it places an emphasis on a need for high degrees of involvement and participation. A technique often proposed to facilitate this is a committee structure.

Also included in the literature review is a description of four programming activities for inmates. The examples were chosen because they indicate a range of possible sources for inmate programming and because they have within them certain unique features.

Chapter 3

THE CORRECTIONS SYSTEM

In Canada, responsibility for corrections is shared between the federal and provincial governments. The federal government assumes responsibility for those individuals whose offences carry terms of two or more years. Provincial governments assume responsibility for individuals whose offences carry sentences of less than two years.

THE PROVINCIAL CORRECTIONS SYSTEM

Legislative Authority

The Corrections Act (Government of Alberta, 1970a) provides for the establishment of the Alberta Corrections Service. Responsibility for administering the system is assigned to the Department of the Solicitor General.

Functions. The stated functions of the Corrections Service is:

> the correction and treatment of offenders against the law and the protection of the community by:
> (a) Providing, when requested by the court, information respecting the background of offenders prior to sentence,
> (b) Offering probation and parole supervision and counselling services to offenders against the law,
> (c) Safe custody and detention of inmates committed by the court to a correctional institution,
> (d) Supervision, treatment and training of inmates with a view to their ultimate rehabilitation in society, and
> (e) Promoting and assisting programs designed to prevent and and diminish crime within the community. (Department of the Solicitor General, 1974).

The Corrections Act (Government of Alberta, 1970a) provides for the appointment, pursuant to *The Public Service Act*, of a Director of Corrections, Probation Officers, and such other persons as are required for the administration of the Act.

The Provincial Corrections Institutions

As a part of its role in corrections, the Solicitor General's Department operates six institutions.

The Belmont Rehabilitation Centre was designed as an open institution to serve offenders with alcohol problems. The institution is open in that individuals admit themselves and are free to leave at any time.

The Bowden Institute was built to accommodate young offenders. It reports the largest teaching staff of any institution in the system, which reflects its original purpose of providing academic and vocational training for young offenders. The future of this institution is uncertain since the facility has been sold.

Four correctional institutions, Fort Saskatchewan Correctional Institute, Peace River Correctional Institute, Calgary Correctional Institute, and Lethbridge Correctional Institute, comprise the major part of the provincial corrections system. These institutions are identified as the provincially-operated custodial institutions which contain the target population for the post-secondary institutions. These institutions comprise the total of the provincial custodial institutions for adults except those with medical problems.

The institutions are located in the population centers whose names they carry.

Inmate and Institutional Statistical Data

Detailed data for inmates and provincially operated correctional insitutions are included in Appendix B. These data have been summarized for convenience and are discussed below. All data are for the period April 1, 1972 to March 31, 1973.

Table 1 reports total inmate admissions and average daily inmate populations.

Table 1

Population Data for Alberta Correctional Institutions
April 1, 1972 to March 31, 1973

Inmate Admissions	6,365
Daily Average Population	1,112

Source: Government of Alberta, Department of the Solicitor General, Annual Report, 1973.

Daily average population, when compared with total inmate admissions, indicates a high rate of inmate movement.

Table 2 reports selected inmate characteristics.

This data indicates that a large proportion (42.8 percent) of the inmate population was within the age group generally regarded as the target population for post-secondary education (18-24 years). Educational achievement indicates that 1.6 percent of the population had some form of post-secondary education and that 63 percent had less than senior high school standing. More than half (56.8 percent) of the

Table 2

Selected Characteristics by Percentage of Total Inmate Population for Inmates Admitted to Provincial Correctional Institutions Between April 1, 1972 and March 31, 1973

Characteristic	Percentage
Age: 18-24 years	42.8
Educational Achievement:	
None to Grade 6	16.0
Grade 7 to Grade 9	47.0
Grade 10 to Grade 12	36.7
More than Grade 12	1.6
Duration of Sentence:	
Under two months	56.8
Indian/Metis Inmates	46.8

Source: Government of Alberta, Department of the Solicitor General, Annual Report, 1973.

population has sentences of less than two months. Almost half of the population (46.8 percent) was either Indian or Metis.

Table 3 reports the most frequently occurring categories of inmate offences by percentage of total offences.

Table 3

Selected Inmate Offences by Percentage of Total Offences for Inmates of Provincial Correctional Institutions Between April 1, 1972 and March 31, 1973

Offence	Percentage
Criminal Code Part VII The Right of Property	36
Provincial Statutes	33

Source: Government of Alberta, Department of the Solicitor General, Annual Report, 1973.

These two categories account for 69 percent of total offences. The Criminal Code Part VII includes primarily offences of theft and breaking and entering.

Offences against provincial statues are primarily offences concerning liquor and motor vehicle operation.

Educational provisions. Each of the Lethbridge, Calgary, Peace River and Fort Saskatchewan Correctional Institutions has at least one full-time instructor and one full-time teacher. Instructors are responsible for vocational courses which are offered in the institution. Each institution offers courses in barbering and hairstyling which may lead to certification through the Alberta Apprenticeship Board. Teachers conduct upgrading courses in basic reading, writing and arithmetic, and supervise correspondence courses offered through the Alberta Department of Education. During 1972, a total of 520 inmates registered for correspondence courses, of which about 23 percent were completed (Government of Alberta, 1974).

THE FEDERAL CORRECTIONS SYSTEM

Legislative Authority

The Penitentiaries Act (Government of Canada, 1960) provides the legal framework for the federal corrections system. Responsibility for corrections resides in the Department of the Solicitor General. The legislation establishes the Canadian Penitentiaries Service to be administered by a commissioner with line responsibility to the Solicitor General.

Functions. The Canadian Penitentiary Service has a policy direction that establishes programs which are

> aimed at evolving mature attitudes and a sense of responsibility in the inmate, and equipping him with a saleable skill while offering encouragement to plan realistically for his future. (Government of Canada, Department of the Solicitor General, 1973, p. 47).

This overall policy of general function has led to programs focused on:

1. the need for individual planning in relation to each offender, and
2. a community orientation to the greatest extent possible (Government of Canada, 1974).

Federal Corrections Institutions

The Canadian Penitentiary Service operates a total of 27 institutions across Canada. The insitutions are of several types ranging from community-based release centres to maximum security prisons. The release centres, located in metropolitan areas, serve inmates who are nearing the completion of their sentences. Their purpose is to facilitate re-entry into society by providing temporary release for inmates during which time inmates begin establishing their contact with the community. Maximum security prisons provide the extreme in supervision and control of inmate activity.

The Drumheller Institution, a medium security institution located in Drumheller, was the federal institution involved in programming activities with post-secondary institutions. It is the only institution of its type in Alberta.

Institutional and Inmate Data

Detailed data for inmate characteristics are included in Appendix B. Population data and certain inmate characteristics are presented here for reference.

Total inmate population of federal correctional institutions on December 21, 1972 was 8,126, of which 480 were at the Drumheller Institution.

The degree of inmate turnover is observable in data available for the Drumheller Institution. During 1972, movement into the institution was 595, while movement out was 454 (Statistics Canada, 1974). A more stable population is detected in federal institutions than in provincial institutions.

Table 4 presents salient inmate characteristics that are summarized in Appendix B.

Table 4

Selected Characteristics of Inmates Admitted to Federal Correctional Institutions by Percentage to Total Inmate Admissions in 1972

Characteristic	Percentage
Ages: 18-24	41.9
Educational Achievement:	
Less than Grade 6	15.6
Grade 6 to Grade 8	46.8
Grade 8 to Grade 12	33.8
More than Grade 12	3.6

Source: Statistics Canada, Corrections Statistics, 1974.

The data shows that 41.9 percent of inmates in federal institutions are in the age group (18-24 years) from which post-secondary institutions draw their clientele and that 3.6 percent of the inmate population has achieved more than Grade 12 in educational achievement.

Table 5 reports the most frequently occurring offences by categories for inmates admitted during 1972.

Table 5

Selected Inmate Offences, by Percentage of Total Offences for Inmates Admitted to Federal Correctional Institutions During 1972

Offence	Percentage
Criminal Code Part VII	50.1
Federal Statutes	18.0

Source: Statistics Canada, Corrections Statistics, 1974.

Educational Provisions

The Canadian Penitentiaries Service reports a range of educational services to inmates. Many of these services are provided by capabilities internal to the institutions while others are provided by external sources. The Canadian Penitentiary Service has articulated a policy which encourages increasing reliance upon local education authorities in order to provide the equivalent opportunity available to any citizen (Government of Canada, 1974).

During the fiscal year 1972-73, 1,200 inmates participated in some form of academic education within the corrections system. In addition, 108 courses were available in 28 skills or occupations with

3,000 reported participants in 1972 (Government of Canada, 1974).

Programs conducted with the assistance of outside agencies included 22 day parole activities involving the contractual purchase of programs from school boards, community colleges and universities. On-the-job opportunities were also available through arrangements with 134 shops in the community which provided 1,500 inmates with experiences in 28 trades (Government of Canada, 1974).

Summary of the Chapter

A review of the corrections systems shows that responsibility for corrections is shared between the federal and provincial governments. The basis of responsibility is determined by the duration of individual sentences.

The provincial correctional institutions are characterized by high degrees of inmate turnover. Because sentences for inmates of federal institutions are of a longer duration, these populations are more stable.

Large numbers of inmates in both systems are in the age group which is normally served by post-secondary education.

Inmates have educational achievement levels below what could be considered as typical of the general population.

Large numbers of inmates in provincial institutions are Indian or Metis.

Educational provisions are observed in both federal and provincial systems. In the provincial institutions, a high reliance is placed upon the use of correspondence courses. The federal corrections institutions have a broader program scope and display reliance on community resources.

Chapter 4

THE ADVANCED EDUCATION SYSTEM

Introduction

Advanced Education in Alberta is defined as all educational services provided by post-secondary educational institutions and includes adult education or training programs and services provided by school boards, or other public or private agencies. Adults are individuals eighteen years of age or older (Department of Advanced Education, 1973).

The institutional and agency components which constitute the system include public post-secondary institutions, private post-secondary institutions, proprietary schools and that part of the public school system which serves adults.

The Department of Advanced Education whose minister may make regulations affecting broad areas of activity in adult education has been established by legislation.

The purpose of this chapter is to outline the nature of the public institutional component and the functions and responsibilities of the governmental component of the Alberta system of advanced education since reference will be made to these components in the analysis of the data.

Institutions

Universities. There are four universities in Alberta. Two of these, the University of Alberta and the University of Calgary, offer a comprehensive range of programs at the baccalaureate and graduate degree level (University of Alberta, 1974; University of Calgary, 1973).

The University of Lethbridge offers undergraduate programs in Arts and Science, and Education. It also provides instructional programs in pre-professional areas leading to transfer to the University of Calgary and the University of Alberta (University of Lethbridge, 1974).

The Universities of Alberta, Calgary and Lethbridge each offer community service activities and have extension education departments (University of Alberta, 1974; University of Calgary, 1973; University of Lethbridge, 1974).

Athabasca University has been established to provide unique learning opportunities for adults who are not able to attend university as regular students by employing alternate modes of delivery (Department of Advanced Education, 1973).

The Banff School of Fine Arts, which has been placed in public trust with the University of Calgary, has the objective of providing opportunity and access to a broad range of learning experience with emphasis on the creative arts and recreation related to the natural environment. The Banff School of Fine Arts is administered by a council which is responsible to both the University of Calgary and the Minister (Department of Advanced Education, 1973).

Public colleges. There are six board-administered public colleges in Alberta. There are: Lethbridge Community College, Medicine Hat College, Red Deer College, Grant MacEwan Community College, Mount Royal College and Grande Prairie Regional College.

Each of these colleges is within the scope of *The Colleges Act* which provides for the establishment of college boards which determine general policies with respect to organization, administration, operation and courses of instruction (Government of Alberta, 1970b).

These colleges offer a broad range of programs of a general education and career education nature, with no programs being more than two years in duration. Transfer programs applicable to Alberta universities exist at Mount Royal College, Medicine Hat College, Red Deer College and Grande Prairie Regional College (Department of Advanced Education, 1973).

Broad offerings in continuing education and community services are administered by divisions within each of these colleges (Department of Advanced Education, 1973).

There are three public colleges in Alberta which by legislative definition are provincially owned. They are: Vermilion College, Fairview College and Olds College.

Also legislated by *The Colleges Act*, they differ from the colleges previously described in that they are not administered by boards of governors. These colleges are directly responsible to the Minister for all aspects of their operation (Government of Alberta, 1970b).

Originally designed to train men for agriculture and women for homemaking, the programming of these institutions has become more diversified and comprehensive in recent years, although a strong agricultural orientation remains. No program in any of these colleges is longer than two years in duration (Department of Advanced Education, 1970).

Technical institutes. Two technically-oriented institutions exist in Alberta: the Southern Alberta Institute of Technology in Calgary and the Northern Alberta Institute of Technology in Edmonton.

Also legislated by *The Colleges Act*, these institutions are governed directly by the Minister of Advanced Education through the Department of Advanced Education (Government of Alberta, 1970b).

Programming in these institutions is primarily technical and vocational in nature with the dominant concern of the institutions being to prepare students for employment.

With few exceptions, programs are of two years duration or less.

Both institutions have continuing education divisions, and the Southern Alberta Institute of Technology offers some courses through correspondence (Department of Advanced Education, 1973).

Vocational centres. Five institutions operate in Alberta which are known as Alberta Vocational Centres. They are located in Grouard, Fort McMurray, Lac La Biche, Calgary and Edmonton.

These centres are administered directly by the Department of Advanced Education and are legislated by *The Colleges Act* (Government of Alberta, 1970c).

The vocational centres are designed to service a student population disadvantaged economically and educationally. As such, they offer programs covering all public school grade levels. In addition, they offer specialized vocational training in programs lasting less than one year (Department of Advanced Education, 1973).

The Department of Advanced Education

Legislative basis. The Department of Advanced Education was established and finds its mandate for operation in *The Department of Advanced Education Act* and its *Amendment*. These Acts provide for a Minister of Advanced Education to preside over the Department and to make a broad range of regulations affecting advanced education (Government of Alberta, 1972).

Functions. Through legislation, the Minister of Advanced Education may make regulations with respect to all activity undertaken relating to adult education and training, With respect to provincially owned institutions (i.e., those with no governing bodies), the Minister may regulate operation, administration, management, registration of students, fees and programs. With respect to the total post-secondary system, including institutions with boards of governors, the Minister may make regulations providing for the coordination of programs and services between the institutions and agencies of the system.

These functions are limited to those that cannot be effectively performed at the institutional level (Government of Alberta, 1972).

The functions of the Department of Advanced Education have also been outlined in a document approved by Cabinet. This document states that the purpose of the Department is to:

> provide the leadership, service and coordination necessary to ensure the efficient development and functioning of an

> effective system of advanced education responsive to the needs of all Albertans. (Department of Advanced Education, 1973; p. 1).

In order to achieve this purpose, the Department of Advanced Education has been given the following major functions:

1. to secure, allocate and ensure the efficient use of resources for advanced education;

2. to identify needs and establish system-wide goals for advanced education;

3. to engage in system-wide anticipatory and inventive planning and policy development;

4. to provide for the preparation of an adequate and competent labour force;

5. to offer programs and services to meet special needs;

6. to clarify and implement legislation in the area of advanced education;

7. to provide coordination of programs and system monitoring;

8. to offer consultative services in advanced education;

9. to interpret advanced education services and functions to government and public. (Department of Advanced Education, 1973).

The primary means by which program coordination is facilitated is through the administration of the department's *Program Coordination Policy*. This policy outlines guidelines and procedures for the allocation and monitoring of programs. The policy statement and its guidelines are included in Appendix C.

Philosophy of the Department of Advanced Education. To guide its activities, the Department of Advanced Education has adopted a philosophy which is based on man's capacity for growth and self-fulfillment. Education is viewed as an important process through which individual growth takes place. The task of government in view of this philosophy is to provide the learning opportunities to produce that growth (Department of Advanced Education, 1973).

Organization. Figure 2 describes the organizational structure of the Department of Advanced Education.

Three divisions can be noted in this figure.

The Special (Student) Services Division has been established to provide student assistance services and counselling although these activities are not yet fully implemented.

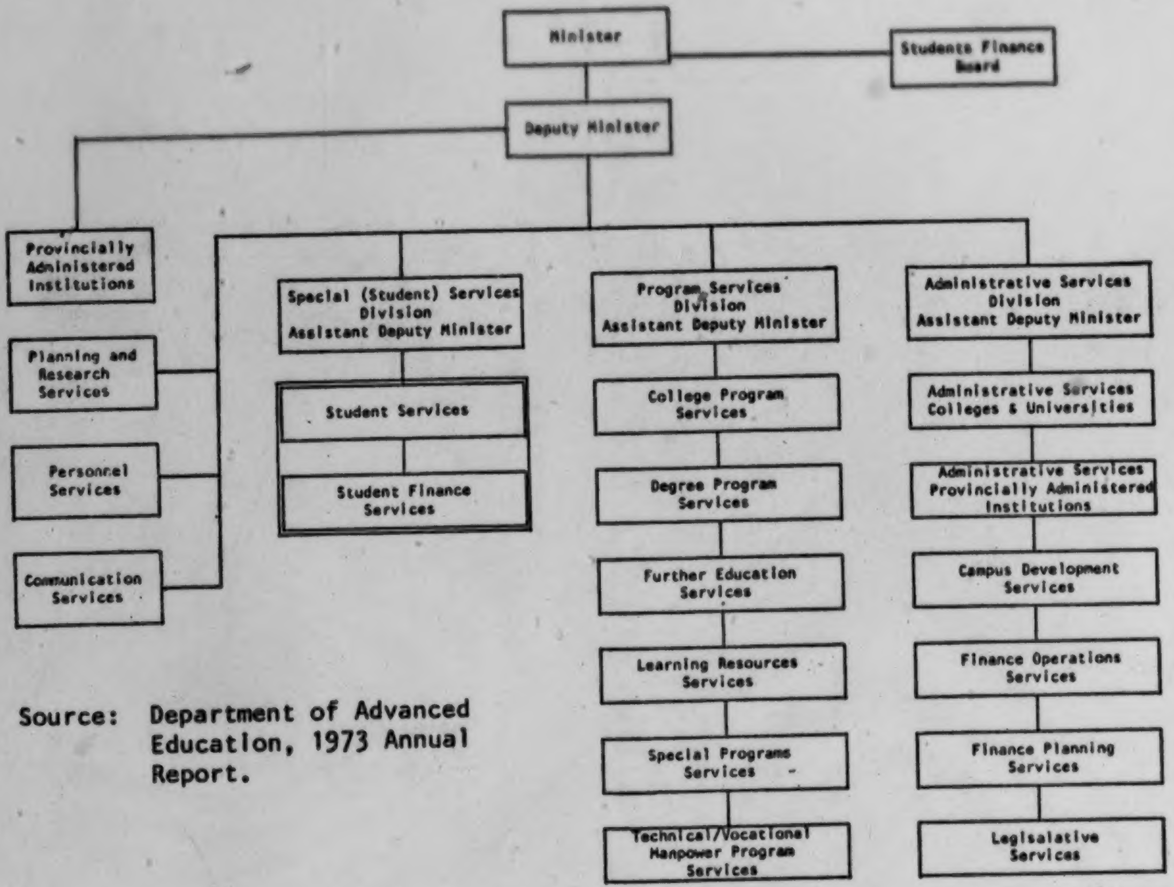
The Program Services Division has been assigned responsibility for conducting program assessment, approval, termination and allocations, designing a central program registry, arranging for transfer of credits and accreditation and in assisting in the development of alternate instructional modes and technology.

The Administrative Services Division has assumed the responsibility for capital and operating funding activity, legislation, and general administration (Department of Advanced Education, 1973).

Another level of organizational activity must be noted. Three Regional Coordination Offices have been established: one in Slave Lake, one in Calgary and one in Edmonton. These field offices are staffed by a Regional Coordinator who is responsible to the Director of Technical/Vocational Programs, Program Services Division.

Figure 2

Structure of the Department of Advanced Education


Minister
Students Finance Board
Deputy Minister
Provincially Administered Institutions
Planning and Research Services
Personnel Services
Communication Services
Special (Student) Services Division Assistant Deputy Minister
Student Services
Student Finance Services
Program Services Division Assistant Deputy Minister
College Program Services
Degree Program Services
Further Education Services
Learning Resources Services
Special Programs Services
Technical/Vocational Manpower Program Services
Administrative Services Division Assistant Deputy Minister
Administrative Services Colleges & Universities
Administrative Services Provincially Administered Institutions
Campus Development Services
Finance Operations Services
Finance Planning Services
Legisalative Services

Source: Department of Advanced Education, 1973 Annual Report.

Presently, activities focus on:

1. Counselling activities,
2. Administration of manpower training allowances, and
3. Program activities such as:
    (a) Small Business Management/Supervisory Training Programs,
    (b) Agricultural Training Programs,
    (c) Non-institutional Programs,
    (d) Industry-based Training,
    (e) Special Short-term Programs.

Further Education Councils. Approximately forty local Further Education Councils operate in various communities throughout Alberta. The councils, which are formally recognized by the Department of Advanced Education, serve to promote communication and cooperation among various agencies offering part-time educational programs to adults. These councils attempt to assess the further education wishes and needs of persons in local areas and to promote the development of programs and services to meet them. As well, the councils attempt to facilitate inter-agency communications and cooperation directed toward greater utilization of existing community facilities and resources by adult learners (Department of Advanced Education, 1974).

Student finance. Financial assistance is available for students who attend both post-secondary institutions and high schools. Upon the presentation of proof of need, students may receive loans, bursaries, remissions and grants which are administered by the Department of Advanced Education.

Summary

This chapter has outlined the public institutional and governmental components of the Alberta post-secondary education system.

There are twenty-one post-secondary institutions in the province; four universities, six public colleges, five vocational centres, three agricultural college, two technical institutes and a specialized school emphasizing the fine arts. These institutions conduct a range of programming extending from basic skills to graduate levels of study. The system includes institutions with different degrees of autonomy from those governed by boards to those directly operated by a government department.

The central governmental agency, the Department of Advanced Education, is empowered to exercise a broad range of functions. Included in its office are leadership, service and coordination. In its relationships with the institutions, the scope of its activity is limited by the nature of the governance of the respective institutions.

Beyond its direct responsibilities for the institutional component of the system, the Department of Advanced Education serves a range of activities such as manpower programs, counselling and further education.

The Alberta system of post-secondary education is characterized by a large number of institutions which represent several levels of academic and vocational study.

Chapter 5

DESIGN OF THE STUDY

The purpose of this chapter is to review briefly the nature of the study and to outline the procedures that were followed in the collection of data.

Review of the Problem

The inceptive problem of the study is to report the administration of programs designed for inmates by post-secondary educational institutions in Alberta. This is done in order to elicit concerns which arise and to identify the issues which emerge in corrections education provided by post-secondary institutions.

The research data collected within the scope of the problem are analyzed in terms of the theoretical base provided by the literature review and from the perspective furnished by the setting in order to make recommendations for improved programming in terms of effectiveness and efficiency.

Data Gathering Procedures

Preparatory activities. As previously noted, the researcher surveyed institutions to determine which post-secondary institutions had recently developed programs for inmates of correctional institutions. The survey was conducted by personal communication by means of interview and telephone conversation. By cross-checking with both correctional and educational institutions, it was determined which post-secondary institutions had recently developed programs for inmates.

As a part of the survey, an identification of post-secondary personnel who were involved in program administration for inmates was made. During the process of limiting the institutional scope of the study, the researcher requested and received the names of individuals in the post-secondary institutions who were associated with the programming activity. These individuals were regarded as the starting point for the gathering of data.

Data gathering. Contact by telephone was made with those individuals in post-secondary institutions who were involved in programming. The researcher explained the nature and purposes of the study and requested that the administrators responsible for programming be named. This was done. The researcher then contacted these individuals and explained the nature and purpose of the study. The researcher requested and was granted interviews. As well, the researcher requested permission to review any documentation related to program administration for inmates. The names of other administrators responsible for inmate programs were solicited and received. Interview times were arranged with these individuals and the researcher visited each institution to collect data.

The interview schedule. The researcher prepared an interview schedule which is attached in Appendix A. The interview schedule was designed to follow the conceptual framework. Questions focused on practices, concerns and recommendations. Those questions referring to program administration are directive and closed. Questions relating to concerns and recommendations are open to avoid being directive.

At the interviews, the researcher restated his purposes. At this point, the researcher requested any documentation which could be supplied, as this was mentioned in the telephone conversation. In all cases, data were available. The researcher quickly reviewed the documentation to assess its contribution so that needless questioning could be avoided. The name of the institution and the name and title of each interviewee were recorded. Using the interview schedule as a guide to questioning, the researcher recorded the data on a separate note pad.

Questions regarding program administration structures and procedures were posed, clarification was sought when necessary and responses recorded. When these questions had been asked, the researcher reviewed the data with the interviewee to check the accuracy of the researcher's notes and to focus the attention of the respondents on the account so that the information that would be sought in further questioning might be evoked.

Further questioning was open and was guided to elicit the expression of concerns and recommendations.

Table 6 outlines the scheduling of interviews and identifies the individuals by name and title.

The documentation that was reviewed and which is referred to in the description of the data is listed in Table 7.

Table 6

Schedule of Interviews

Institution	Date	Individual	Title
Mount Royal College	June 24, 1974	A. Machinski	Director, Community Services
	June 24, 1974	S. Bascom	Assistant Director, Community Services
	June 24, 1974	E. Krempien	Counsellor
Grant MacEwan Community College	May 24, 1974	H. Sheinin	Director, Continuing Education Division
	June 26, 1974	H. Sheinin	Director, Continuing Education Division
	July 9, 1974	H. Sheinin	Director, Continuing Education Division
Alberta Vocational Centre, Grouard	June 26, 1974	J. Berg	Centre Supervisor
Southern Alberta Institute of Technology	June 25, 1974	N. Trusslar	Assistant Director, Continuing Education Division

Table 7

Post-Secondary Institution Documents

Institution	Document
Mount Royal College	*Conceptual Framework for a Mount Royal Program at the Calgary Correctional Institute*, 1973
	Report of Educational Pilot Program at the Calgary Correctional Institute, 1974
	Summary of Research, Mount Royal Students on Parole or Adult Probation, 1974
Grant MacEwan Community College	*Report on Attorney General's Pilot Project*, 1974
	Extracts, *Contract Proposal, Grant MacEwan Community College to Department of the Attorney General*, 1972
	Agreement Between Grant MacEwan Community College and Participants, 1973
Alberta Vocational Centre, Grouard	*Internal Correspondence (a)*, October 1, 1971
	Internal Correspondence (b), October 7, 1971
	Pilot Upgrading Program, May 12, 1972
	Recommended Changes in Upgrading Programs for Peace River Correctional Institution, 1972
Southern Alberta Institute of Technology	*Training Activities with Penal Institutions*, June 3, 1974

Summary

The data-gathering procedures relied primarily upon the interview method and upon the submission of documentation by individuals within post-secondary institutions.

An interview schedule was employed for personal communication. Documentation was in some cases obtained and retained, and in other cases only reviewed.

Chapter 6

PROGRAM ADMINISTRATION OF EDUCATION SERVICES OFFERED TO INMATES OF CORRECTIONAL INSTITUTIONS BY ADVANCED EDUCATION INSTITUTIONS

MOUNT ROYAL COLLEGE

Data regarding Mount Royal College (MRC) activities was collected during June and July of 1974.

Documentation

College documents related to two projects were available to the researcher. With reference to Drumheller programming, the agreement signed for the purchase of services was reviewed.

An agreement setting the terms of program delivery for programs to be offered at Drumheller during the fall and winter semesters of 1974 and 1975 was also reviewed. This agreement had been signed by the president of MRC but was yet to be signed by a representative of the Solicitor General's Department.

Three MRC documents relating to the college program for inmates of the Calgary Correctional Institution were obtained. These are:

1. *Conceptual Framework for a Mount Royal Program at the Calgary Correctional Institution*, 1973;

2. *Report of Educational Pilot Program at the Calgary Correctional Institution*, 1974; and,

3. *Summary of Research, Mount Royal Students on Parole or Adult Probation*, 1974.

Interviews

Interviews were held with three individuals from the college staff:

-Mr. A. Machinski, Director, Community Services;

-Mr. S. Bascom, Program Development Officer and Assistant Director of Community Services; and,

-Ms. E. Krempien, Counseller.

Mr. Machinski and Mr. Bascom have been the college administrators directly responsible for program administration in the Drumheller program.

Ms. Krempien was actively involved throughout both projects and in the day release program. Her input to the study was regarded as important because of her longstanding interest in corrections as well as her role in these college activities. Ms. Krempien was President of the Alberta Elizabeth Fry Association and is chairperson for the public education committee of the Alberta Criminology and Corrections Association.

Following a general description of each program offering, a description of structures and procedures employed throughout program administration is presented for each activity.

Description of the Drumheller Institution Programs

In 1973, a contractual agreement between MRC and the Drumheller

Institution (DI) led to the delivery of a series of MRC courses by college staff members at the DI. Services to a value of $31,815 were purchased from MRC. A later purchase of music courses involved an additional $3,000.

From September, 1973 until June, 1974, college staff members travelled to Drumheller to instruct a total of twenty-one courses. Eight of these courses were University of Calgary transfer courses, nine were college credit courses and four were college non-credit courses. The credit courses were from the regular college curriculum. The non-credit courses were mounted especially to meet the expressed desires of inmates.

A total of sixty inmates participated in the credit course offerings. Forty-seven students were reported by the Director of Community Services to have completed five courses.

The proposed contract for programming in fall and spring semesters of 1974-75 calls for a total of sixteen courses in college and university transfer subjects. In addition, eight courses in either the humanities-social sciences field or the mathematics-natural sciences field (Machinski, P.C., 1974).

Program development. An informal meeting between the Educational Coordinator from the DI and Mr. Machinski was the initial activity between the two institutions. The Educational Coordinator is responsible for all programs offered for inmates at the DI. Initiated by the Drumheller representative, the meeting concerned the possible offerings of programs by MRC at DI, and resulted in subsequent meetings on this topic.

It was accepted within the college that Community Services and its Director would accept the role of maintaining contact with the correctional institution, and would provide the link between the two institutions. This division of the college had been given responsibility for all part-time programs and for programs operated outside the institution. For these reasons, and because of the common patterns of correctional education provided by post-secondary institutions, the Community Services Division, its director and staff became the center for all administrative activities associated with the Drumheller programs (Machinski, P.C., 1974).

No provisions were made to develop programs specifically tailored to inmate needs. Rather, a list of courses which could be offered practicably away from the college was compiled from the regular college curriculum. This list of courses was then presented to a group of inmates by the Drumheller Educational Coordinator. The selection of inmates was handled entirely within the correctional institution. These inmates were polled as to their interest in the courses listed, and the final determination of the courses to be offered was made on the basis of the numbers of courses which could be offered and the preference of the inmates.

Program implementation. Decisions relating to program implementation were made primarily within the college. The marshalling of resources and the administrative duties related to implementation were performed by the Community Services Division. The content of the contract between the DI and MRC was determined in consultation with the correctional institution. The final signing authority for the college was the President of MRC. Only the selection of students was made outside the college structure; this task was performed by the correctional institution.

Once it was decided which courses would be offered, a registration team visited the DI. This was the first personal contact between college staff and inmates in connection with this program. Having been formally registered, the inmates were then regarded in the same way as regular college students. From the registration date until the completion of their programs, no distinction between these students and other students was made. Inmate enrolment data and achievement records were assimilated into the college recording and reporting system (Machinski, P.C., 1974).

Staffing was not regarded as a problem for the Drumheller program. Staff recruitment for this program was handled by the Community Services Division. The division director told of his responsibility in this area and related that reliance was put on sessional staff to complete staffing requirements (Machinski, 1974).

Costs for courses were determined on the basis of the direct costs of delivering these services. The DI assumed the total cost for staff salaries and paid all transportation costs associated with instructor travel.

Program delivery. Throughout the stage of program delivery, two centers of administration operated to carry out the programs.

Facilities for class sessions were organized and maintained by the DI. All administrative duties related to the programs beyond the above-mentioned activity were accomplished through the Community Services Division. Records regarding continuing registration, grades and credits for courses were assimilated into the college structure which exists for regular program students, that is, the college computer system operated by the college registrar's office.

All courses were offered at the DI. From the outset, it was decided that the instructional staff would travel to Drumheller. Normally, one visit per week was made by each instructor for the course he was teaching. Instructors had complete use of college resources insofar as they could reasonably be used away from the institution. Early in the program delivery stage, it was recognized that library resources in the correctional institution were deficient. Through the Community Services Division, a donation of $2,000 was made to upgrade library holdings at the DI. The college librarian made the book selection, with the emphasis placed on books for university transfer courses (Machinski, P.C., 1974).

A formal evaluation of the effectiveness of these programs has not been done.

Description of the Calgary Correctional Institution Programs

MRC delivered several courses at the Calgary Correctional Institution (CCI) in cooperation with the Solicitor General's Department in an activity which was termed a pilot project.

Two instructors offered English and mathematics courses to six inmate students. A total of eight courses were offered during an eight-week period in the spring of 1973. The Solicitor General's Department assumed the direct costs of the project which totalled $2,387.

Program development. This project was initiated by the Solicitor General's Department. Representatives from that government department met with senior college administrators and proposed the development of a pilot project which would consist of courses and services offered within the CCI by MRC staff.

A correctional institution classification officer was identified as the liaison member within that institution. Classification officers are responsible for assessing inmate abilities and attitudes for the purpose of assigning them to various activities and programs. Ms. Krempien, college counsellor, became the key college memeber throughout this program (Krempien, P.C., 1974).

Discussions held between the institutions resulted in a decision to offer courses in mathematics and English. Existing courses were identified which could be offered practicably within the institution. Three courses in English and five courses in mathematics comprised the total offering. One of the mathematics courses was a university transfer course, while the other courses were either college courses or grade twelve equivalents.

Program implementation. A meeting between the classifications officer, the college registrar, Ms. Krempien, the instructors and the inmate students was held shortly before the program was to begin. The purposes were to finalize planning, to register and orient students and to introduce staff and students (Mount Royal College, 1973). The classifications officer functioned at this stage as the administrator of programs within the CCI. Ms. Krempien maintained the leading role for the college (Krempien, P.C., 1974).

Initial pre-testing was conducted one week prior to the beginning of the activity to determine skill levels, aptitudes and motivational factors so that post-course comparisons could be made.

Two staff members were hired by MRC to offer the courses.

Selection of the six inmate students was made by the classifications officer.

Program delivery. An eight week delivery frame was mutually agreed upon following discussion, with flexibility allowed if more or less time was required (Mount Royal College, 1973).

The schedule followed a set routine which was fit into the regular institute program to cause as little disturbance as possible.

Independent study modules which had been previously prepared by the college mathematics department were used (Mount Royal College, 1973).

Both sets of courses were offered in the correctional institution. As noted, independent study modules were used for the mathematics program.

Once each week, a MRC counsellor visited the students to assist them in educational and career planning, to administer additional tests and to hold learning skills workshops (Mount Royal College, 1973).

An evaluation of the program was conducted which reported the performance of each student in each course and the skill gain measured by a post-test on the pre-test material.

Special Programs

Data is available concerning a third activity level involving MRC and inmates of CCI. Since 1970, inmates on day parole have attended MRC as regular day students. Research completed within the college has reported on these students as well as students on full parole or adult probation. While this study is concerned with inmate education, the college study and the identification of issues resulting from the college study provide valauble insights into the problems of program administration for corrections education. Since the termination of the study in June, 1973, day parole activity has continued, and no differences in program administration were reported.

A total of thirty-two day parole students have attended Mount Royal College since September of 1970. An additional forty parolees, individuals released from the institution but who remain under supervision, have been known to be MRC students. Day parolees are bused from CCI each class day in an unmarked bus. Day parolees are under no supervision during their time at the college, but must return to the correctional institution after their classes. Only the counselling staff is aware of the identity of these students.

The total range of college program offerings is available to these students with the only limitation on student choice being the entrance requirements to specific programs.

The conceptual framework is not applied to the presentation of these programs since no unique structures and procedures were developed by the college. The desire in this level of activity has been to attempt to integrate the inmate students completely into the college environment. The research study noted above and the opinions of the principals involved in these activities do have significance for program administration in that they identify concerns, and therefore will be noted in the analysis of Mount Royal College programs.

Concerns

The principals of MRC identified several concerns which emerged throughout the administration of these programs. Some of these related to both the Calgary and Drumheller programs, while others were specific to one program.

Concerns with the financing of the Drumheller programs were expressed. Although satisfactory arrangements were arrived at for financing programs there was concern for future programming needs. The source of the concern results from a view expressed by the Drumheller administration concerning the responsibility for funding of programs. Drumheller administrators are of the opinion that since the inmates of the penitentiary are residents of Alberta, this province should be responsible for funding educational services delivered by advanced educational institutions in the same way it is for the general citizenry. If this were done, only normal tuition fees for programs would be left unpaid by the province. Under the present circumstances, MRC calculates all direct costs and applies these to the cost of the program. The result is that approximately $1,800 is required for each full-time equivalent student. If these courses were considered to be a normal part of college offerings, inmate students would be required to pay only tuition fees. However, MRC has included instructor travelling costs, in the administration of these programs. A contractual arrangement is seen as the most viable alternative for financing programs, but the fear that the relative high costs of obtaining programs might discourage the DI from continuing its involvement with MRC has been expressed (Bascom, Machinski, P.C., 1974).

Concern has been expressed in connection with the day parole students. When these students register for programs, only tuition fees are expected by the college. Even though these costs are minimal, inmate students do not always have sufficient monies to meet these costs. The concern was voiced that inmate students might have difficulty obtaining student loans (Krempien, P.C., 1974).

Each of the individuals interviewed was concerned with the evaluation of programs. Informal discussion regarding a formal evaluation of recidivism with a control group approach has taken place (Bascom, P.C., 1974). Ms. Krempien also expressed concern about the problem of evaluation, but had some doubt that the rate of recidivism should be the criterion (Krempien, P.C., 1974).

A concern regarding the decision to offer programs within the correctional institution or on the college campus was noted. On-campus programs have a potential security problem. The concern is that inmate students might not return to the correctional institution at the end of classes (Krempien, P.C., 1974).

Several concerns related specifically to day parole programs have been reported:

1. The anxiety level of a man after several months in prison, is too high to allow for concentrated throught or independent clear thinking.

2. In many cases, the parolee attempts school, and reverts to his former distaste for studying a feeling held at time of school drop-out.

3. The value systems of their former life remain unchanged, and perhaps reinforced from prison associations. These values when countered to society, find no benefit in a straight educaton.

4. No effort has been made by the inmate or the jail to create an awareness of, and commitment to a new life style as a student.

5. The discomfort of the inmates with the environmental change, and the feeling of not fitting in with this population, are a deterrent to persistence.

6. Most inmates have a serious financial problem on release and cannot remain in school.

7. The absence of a special program for these students. (Mount Royal College, 1974(a).

Recommendations

When asked to recommend structures and procedures for improved program administration, respondents made several suggestions which they felt could enhance the efficiency and effectiveness of programming. These recommendations are presented as they relate to the conceptual framework of the study.

Program development. Alternative structures for development and coordination were identified by those interviewed.

A pro-active role in development and coordination was proposed as a possible function for the Department of Advanced Education. Respondents suggested that the government department could provide the initial leadership to organize the various institutions and agencies interested in corrections education. A committee with a Department chairman was a proposed alternative to accomplish this (Machinski, P.C., 1974).

Further education coordinators and regional officer personnel were identified as other possible development and coordinating mechanisms (Bascom, P.C., 1974).

Respondents suggested that the Department of Advanced Education could provide leadership in corrections education by calling together interest groups and institutions for the purpose of identifying needs and developing programs. An advocacy role on the part of social agencies was seen as being desirable (Krempien, P.C., 1974).

An active coordinating role, either through a central office or through regional officers, was also seen as a possible technique for improving program administration as was a broker mechanism established to connect needs with programs (Machinski, P.C., 1974).

At the program level, one respondent strongly recommended that programs be designed to meet the specific needs of inmates (Krempien, P.C., 1974).

Program implementation. It was recommended that any developed programs should be structured to permit eight week sessions to be offered on an ongoing basis six times throughout the year, and that continuing planning become a part of the process (Mount Royal College, 1974).

Close continuing contact with correctional institution staff was recommended. In particular, the importance of maintaining liaison with the classification officer for the selection of inmate students was emphasized (Krempien, 1974).

It was recommended that careful attention be given to the selection of teachers for any correctional programs although no specific criteria were proposed (Mount Royal College, 1974).

To avoid problems arising from the effects of the inmate culture, it was recommended that programs begin as soon as possible after incarceration and that priority be given to first offenders.

If programs were to be successfully implemented and operated for inmates, it was suggested that provision be made to ensure that corrections staff also be given the opportunity to participate. It was suggested that this would help to avoid the development of detrimental attitudes caused by corrections staff feeling that inmates were being given opportunities which may have been denied to them (Krempien, P.C., 1974).

Program delivery. One of the MRC respondents recommended that all instruction for inmates should take place in the correctional institution primarily because of the security concern associated with on-campus delivery. A separate building for classrooms was an associated recommendation (Krempien, P.C., 1974).

It was recommended that individual learning modules and multimedia approaches become a major part of programs to facilitate multiple entry, and continuing delivery of programs (Machinski, P.C., 1974).

GRANT MACEWAN COMMUNITY COLLEGE

Data regarding Grant MacEwan Community College (GMCC) was collected during May, June and July of 1974.

Documentation

Three college documents were available to the researcher:

1. *Report on Attorney General's Pilot Project*, 1974;
2. Extracts, *Contract Proposal, Grant MacEwan Community College to Department of the Attorney General*, 1972; and

Agreement between Grant MacEwan Community College and Participants, 1972.

Interviews

Several interviews and telephone conversations were held with the Director of Continuing Education, Mr. H. Sheinin. The researcher was directed to the division director for this information by the Academic Vice-President of the college.

Description of the Fort Saskatchewan Correctional Institution (FSCI) Program

GMCC was provided with a $25,500 grant by the provincial Attorney General's department to operate a pilot project throughout three semesters during 1973. The project, which became known as the Attorney General's Special Project, was designed to provide inmates of the FSCI with the opportunity to attend GMCC on a temporary release program. Inmate students registered for regularly scheduled college programs and attended appropriate classes on the respective college campuses. The students were bused to Edmonton from Fort Saskatchewan for five days a week during each of the first two semesters and three days a week during the third semester. In total, fifty-four students registered for at least one semester.

Program development. The organizational source from which emanated activity relating to the development of programs for inmates by GMCC was the Community Development Department of the Continuing Education Division of the college. This division within the college is responsible for experimental and pilot programs and community service programs (Sheinin, P.C., 1974(a). The division is headed by a director and is responsible to the Board of Governors through the President.

A Corrections Education Advisory Committee was formed and met to discuss programming and make recommendations concerning possible activities (Grant MacEwan Community College, 1974).

Activities for program development had two sources: the corrections committee and the Continuing Education Division. The Corrections Advisory Committee proposed the following terms of reference:

> 1. The implementation of dollar-saving program by the Province of Alberta firstly, for greater *effectiveness* by speaking to the needs and desires of the individuals concerned; secondly, for greater *efficiency* through the use of a cost-benefit model with quantitative assessment.
>
> 2. The recognition that criticism prevalent regarding the effectiveness of the Corrections System is unwarranted until the Community as a whole, other agencies, and other governmental departments are prepared to extend their cooperation.
>
> 3. To bring to the attention of our authorities confirmation

that the role of the Community College in the field of corrections is being regarded as an unparalleled resource potential.

4. The design and operation of a community-based approach by Grant MacEwan Community College to benefit individuals with both life and vocational skills wherein a skill is defined as "an amalgam of understanding, proficiency and attitude."

5. Design of a model by an eclectic approach to accommodate continuous intake and outgo, variable terms of sentences, and a range of educational offerings from basic literacy to College and University levels. (Grant MacEwan Community College, 1973).

Within the college administration, a total of one hundred twenty-five projects were researched. These projects, in the main, were joint projects operated by community colleges in cooperation with correctional institutions in the United States (Sheinin, P.C., 1974(a).

A proposal for the delivery of educational programs by GMCC was submitted to the Director of Community Services. After several meetings between the Director of Community Services and the Director of Correctional Services, who is responsible for programming within provincial correctional institutions, modifications were made to the proposal. It was agreed that a pilot project would begin in January, 1973, to run for three semesters ending in December, 1973 (Sheinin, P.C., 1974(a); Grant MacEwan Community College, 1974).

Program implementation. The decision-making center for most administrative activities was the Community Services Department, Continuing Education Division, Grant MacEwan Community College, Only the selection of students was made outside of the college. this being accomplished within FSCI (Sheinin, P.C., 1974a).

Since the program available to the student inmates were from the regular programming of the college, staff members involved in the project became those instructing the chosen courses. College staff with known group counselling skills were recruited to offer the compulsory counselling sessions. Two staff members in addition to the Director of Continuing Education became actively involved in the total project through personal interests in the special needs of the students (Sheinin, 1974b).

The programs designed for the inmates to participate had two aspects. The first was to integrate the inmate students into the regular college program as completely as possible. The second was to design special courses which were group sessions in synectics and transactional analysis.

Student selection was accomplised within the institution. Little input into selection beyond advising the correctional institution on criteria was reported by the college (Sheinin, 1974(c).

Upon registering at the college, participants entered an agreement with the college which outlined the responsibilities of both parties. The purpose of the agreement was to draw inmate attention to the college's commitment to their welfare and to create a sense of responsibility for the success of the activity.

Program delivery. The Attorney General's Special Project operated for the three semesters of 1973: the first from January 1 to April 15; the second from May 1 to August 14; and the third from September 1 to December 19. During the first two semesters, students attended the college from Monday to Friday, while during the third semester students travelled to the college from Tuesday to Thursday.

On Mondays and Frisdays of the third semester, two instructors tutored at FSCI (Grant MacEwan Community College, 1974).

Students were bused to Edmonton each class day. While in Edmonton, each student was expected to make his way to the classes comprising his program. Since GMCC has four campuses, this meant that considerable travel within the city was necessary. At the conclusion of each class day, students assembled at the Assumption Campus for the return trip.

Methods used included the lecture, group work and individual study with after-hours work required in some courses (Sheinin, P.C., 1974b).

An evaluative study of this project was commissioned by the Solicitor General's Department. The results have not yet been made public.

Concerns

Several concerns have emanated from the Grant MacEwan Community College activity with the Fort Saskatchewan Correctional Institution.

The need for proper selection of staff who could effectively instruct in these special circumstances was voiced as a concern. It was reported that two college instructors had been removed from their contact with the inmate students (Grant MacEwan Community College, 1974).

Security was a further concern. An on-campus program involving more than one campus caused difficulties with this program. Of special concern was the suspicion that the returning inmate students were smuggling drugs into the correctional institution. This was seen to contribute to negative reactions to the college program on the part of corrections staff. Incidents involving suspected theft by inmate students while in the city for classes aggravated the situation further (Sheinin, P.C., 1974).

Difficulties arising because of perceived negative attitudes on the part of FSCI staff has already been alluded to. This problem was regarded as being of serious concern to this and future programs (Sheinin, P.C., 1974). Attitudes of the correctional institution staff were reported to have deteriorated through the duration of the program and consequently to have affected the success of the activity (Grant MacEwan Community College, 1974).

A final concern, the selection of inmates, emerged which relates to previous concerns and which was described as critical to the program. It was reported that ten out of nineteen of the inmate-students tested for potential benefit from academic training scored below average. These students were enrolled in the program on the testing date and were not removed from the program, but the implication was made that the selection of inmates was completed in such a way as to ensure the failure of the program (Grant MacEwan Community College, 1974).

Recommendations

Several recommendations were made for future programming based on the experience of Grant MacEwan Community College's experience with Fort Saskatchewan Correctional Institution inmate program.

Program development. It was recommended that a coordinator be appointed to provide not only for the coordination of programs but to provide liaison with the general community. The coordinator would be able to (a) provide for continuity for the inmate after his release, (b) act as an institutional ombudsman, and (c) account for all aspects of planning (Grant MacEwan Community College, 1974).

The effective fulfillment of this role would be expected if the coordinator would be community-based and had no line responsibility to either correctional or educational institutions or agencies (Sheinin, P.C., 1974b).

Continuing community involvement was suggested as an important feature of programming. At the development stage, and throughout the maintenance of programming, it was recommended that community groups, correctional institution staff and ex-inmates participate in the design and operation of all activities (Sheinin, P.C., 1974c).

Program implementation. A suggestion to avoid designing unique structures to serve the inmate population which would differ from typical college program structures was based on another recommendation which advised that, as far as possible, programs for inmates be normalized (Sheinin, P.C., 1974c).

Throughout the implementation of any programs, it was recommended that high degrees of involvement be established and maintained. Community interest groups, corrections staff, inmates and ex-inmates were identified as required parties to continue liaison with the College staff (Sheinin, P.C., 1974c).

It was also recommended that emphasis be placed on courses and programs in life skills and mind-body disciplines for enhancing self-awareness (Grant MacEwan Community College, 1974).

Program delivery. It was recommended that both day parole and institutional programs be established to accommodate students who might be judged able to participate in day-release programs as well as those who might not be permitted release on a daily basis (Sheinin, P.C., 1974c).

A strong recommendation was made that any programming must begin immediately on the individual's arrival at the correctional institution to avoid any detrimental effects that the inmate culture might have on rehabilitation (Sheinin, P.C., 1974c).

ALBERTA VOCATIONAL CENTRE, GROUARD

Data regarding Alberta Vocational Centre, Grouard (AVC, Grouard) was collected during June and July of 1974.

Documentation

The files of AVC, Grouard relating to the activity between the centre and the Peace River Correctional Institution (PRCI) were made available to the researcher. These files include letters, memoranda, notes and reports which provide a data source for the activity from its initiation in 1971 to the present.

Also available was a proposal for the delivery of educational services by AVC, Grouard to the Fort Saskatchewan Correctional Institution on a similar basis as was the PRCI program. The proposal was prepared for submission to the Department of Advanced Education for support as a new program through the Program Coordination Policy. The proposal outlines the nature of the PRCI program.

Interviews. An interview was held with the AVC, Grouard Centre Supervisor, Mr. J. Berg. Mr. Berg is the only administrator at the institution who has been involved in the program from the outset until the present.

Description of the PRCI Program

Since 1971, AVC, Grouard has delivered programs at the PRCI. Educational technicians, trained and hired by the AVC, have resided in Peace River and have offered programs which were developed at the vocational centre.

For each of the three school years (1971-72, 1972-73, and 1973-74), two full-time educational technicians have instructed twenty-two, twenty-four and twenty students in the respective years.

As well, Peace River Correctional Institution inmates have resided at and attended AVC, Grouard programs on a week parole basis. In the past year, fifteen inmates have participated in this activity.

Program development. In August of 1971, a meeting was held at AVC, Grouard to discuss the feasibility of planning a pilot project which would involve the delivery of educational services to PRCI inmates by AVC staff members. The meeting, which was initiated by AVC, Grouard, was attended by the Centre Supervisor, a counsellor, the Northern Area Coordinator, the Supervisor of Community Vocational

Centres representing Advanced Education, and by the warden of PRCI, the educational coordinator, and by a classification officer representing the PRCI (AVC, Grouard, 1971a). The educational coordinator supervises all educational services in the institution, while the classification officer assesses students for the purpose of placement in the programs.

No structure designed to develop the programs for the PRCI project beyond the calling of the meeting could be identified.

An existing program which had been in operation at AVC, Grouard and which had been delivered in Community Vocational Centres was the program basis for the project. Discussions held between the PRCI staff and AVC Grouard administrators led to the identification of a programming capability held by the AVC which could supplement the correctional institution program (Berg, P.C., 1974).

Program implementation. Following a second meeting, agreement for AVC, Grouard to begin programming for 1971-72 was received by letter from the PRCI. AVC educational technicians would deliver a grade five to nine program and would be responsible to the educational coordinator while at the correctional institution (AVC, Grouard, 1971 (a).

For each of the following delivery terms in 1972-73 and 1973-74, meetings between PRCI and AVC, Grouard administrators resulted in an agreement to continue the arrangement begun in 1971 (AVC, Grouard, 1971b).

In October, 1971, the Centre administrators and interested educational technicians visited PRCI to survey the facilities at the institution and to finalize details for implementation. Two educational technicians chosen by the vocational centre administration were assigned to instruct the grade five to nine program.

From the first year of activity until the present, the selection of inmate students has been made by PRCI staff (Berg, P.C., 1974).

All direct costs for the program, including salaries for the educatonal technicians has been borne by AVC, Grouard.

The educational technicians took up resident in Peace River and were supervised by the correctional institution educational coordinator throughout the activity.

Program delivery. The program as developed by the AVC and as delivered by the educational technicians was designed on an individually prescribed instruction basis. Program placement followed a pre-test. Instruction employed modules with guidance and assistance being provided by the educational technician.

Classes were held in facilities provided by the correctional institution. Self-directed learning in English, reading, spelling, mathematics and life skills using multi-media learning packages were used. The Cree-speaking technicians offered personal assistance and instruction on a tutorial basis.

During the most recent program year, life skills training became a more important part of the program.

Evaluation of the activity consisted of pre-test and post-tests using the Canadian Test of Basic Skills.

Special Programs

Data is available concerning a second activity involving AVC Grouard and PRCI inmates.

For the past two years, PRCI inmates have attended classes at AVC Grouard as full-time students while being on release from the correctional institution. Students were bused to Grouard on Mondays, resided in student residences, and returned to the PRCI on Friday. A total of nineteen inmate-students have participated in this activity (Berg, 1974).

The use of the conceptual framework for the presentation of these programs is not employed since no structures were established nor were unique procedures followed. The week parole students were integrated into the centre population with no distinction made for their presence.

Concerns

Only one concern was expressed related to educational services delivered to inmates by the AVC. This concern was addressed to both educational activities involving inmates with AVC, Grouard.

The concern centered on the selection of inmate students. The critical factor in the success of programming was seen to be the appropriate selection of inmates who could best benefit by the educational programs and who could accept the demands placed upon students in a learning situation. While no problems were identified in the PRCI programs, this concern was stated to be the essential element in successful programming and, therefore, should have the highest priority in program administration (Berg, P.C., 1974).

Recommendations

Program development. It was suggested that improved programming and services could be provided if a central coordinating body and an advisory committee were formed to identify needs and link these to program requirements and capabilities.

It was recommended that the Department of Advanced Education call together all interested groups to examine program requirements and capabilities, and that a mechanism within the Department be established to perform the necessary coordinating functions. It was urged that provision be made to provide continuity of opportunity for students following their release.

Program implementation. It was recommended that the AVC Grouard program be extended to other correctional institutions by having educational technicians instruct in other institutions.

A continuing development of the AVC, Grouard capability was suggested so that services could be extended since perceived success of the Peace River Correctional Institution activity was attributed to the Cree-speaking educational technicians.

Program delivery. It was recommended that a continued combination of two forms of delivery be continued; that is, the week parole program and the Peace River Correctional Institution activity.

Because of the need to mount programs quickly and to accommodate a transient population, it was recommended that increased use of alternate instructional media be employed; mentioned were programmed instruction and video and audio taped materials.

SOUTHERN ALBERTA INSTITUTE OF TECHNOLOGY

Data regarding the Southern Alberta Institute of Technology (SAIT) activities was collected during June of 1974.

Documentation

A June 3, 1974 SAIT internal document, *Training Activities with Penal Institutions*, was made available to the researcher.

Interviews

An interview was held with Ms. N. Trusslar, Assistant Director, Continuing Education. Ms. Trussler was responsible for developing programs delivered to inmates. A later telephone conversation reviewed and checked the data collected in the original interview.

Program Description

From January to April, 1972, SAIT offered a course in Creative Selling to inmates of the Calgary Correctional Institute (CCI). Data regarding the administration of this course is incomplete and not sufficient enough to be reliable, except that it is known that twelve sessions were offered to between twelve and fifteen students.

During 1973 and 1974, SAIT developed a series of programs which were to be delivered in the Drumheller Institution (DI).

Six technical-vocational programs were developed and arrangements had been made for SAIT to send equipment to Drumheller for the programs. However, the programs were not delivered. The administration of these programs will be reported until the point of cancellation, and the perceived reasons for the inability to deliver these programs will be reported as concerns (SAIT, 1974).

Program development. Each of the programs to be delivered at the DI were developed after SAIT had been invited by the correctional institution to offer programs in Drumheller. Responsibilities associated with development were assumed by the Continuing Education Division (Trussler, P.C., 1974).

SAIT was approached by the DI with the possibility of SAIT programs being offered at the correctional institution. Agreement between the two institutions was reached by discussion between the vocational education director at the DI and the Assistant Director of Continuing Education at SAIT. The vocational education director has responsibility for training directly related to employment. A selection of existing SAIT Programs that could be offered off-campus would be made available on the demand of interested inmates (Trussler, P.C., 1974).

Program implementation. The Division of Continuing Education at SAIT assumed responsibility for recruiting staff, collecting materials and preparing for the delivery of the programs (Trussler, P.C., 1974).

The communication of the opportunities and the selection of students was to be made within the DI by the corrections staff (SAIT, 1974).

Staff members were recruited and equipment collected for each of the six programs by the Continuing Education Division. All preparations for delivery had been arranged (SAIT, 1974).

All direct costs associated with programming were to be assumed by DI including all staff costs and transportation costs for travelling instructors (SAIT, 1974).

Procedures for relating program offerings to inmates and the final selection of students were to be completed within DI. Too few of the inmates expressed an interest in these programs to make the delivery of programs economically feasible (SAIT, 1974).

It was at this point that it was deemed necessary to cancel plans for programming by SAIT.

Concerns

Concerns reported by SAIT related to the unsuccessful implementation and delivery of the programs that had been developed for DI.

The specific concern relates to the expressed need for proper coordination between the educational institution and the correctional institution. The failure to deliver the set of programs was attributed to a lack of face-to-face contact between instructors and the prospective students which, it was suggested, resulted in a lack of sufficient inmate interest that made the offering of programs impracticable (Trussler, P.C., 1974).

An additional concern that was considered as SAIT developed programs for inmates was the problem of finding some method of ensuring that the future employment and educational activities of ex-student inmates be traced in order to provide some measure of the impact of the educational services (Trussler, P.C., 1974).

Recommendations

Both the available documentation and the interview respondent supplied recommendations for more effective and efficient programming.

Program development. It was suggested that improved programming could be facilitated if mechanisms were employed at the local level to coordinate between institutions and services. Local Further Education Councils were proposed as a possible coordinating mechanism (Trusslar, 1974).

A strong recommendation that instructional staff be involved with inmates throughout all stages of program administration was made. It was considered particularly important that instructors meet to discuss programs before institutional decisions related to course offerings were made (Trusslar, P.C., 1974).

Program implementation. It was recommended that efforts be made to relate coordinating mechanisms established at the development stage at the implementation stage so that improved communication would lead to more effective implementation of any developed program (SAIT, 1974).

For programs developed for institutions some distance from the correctional institution, it was suggested that the educational institution could recruit temporary staff from the respective communities to avoid the necessity of staff travel (Trusslar, P.C., 1974).

Before inmates registered for any program offerings, it was recommended that instructors discuss their respective programs with the prospective students (SAIT, 1974).

Program delivery. Recommendations were made that, whenever practicable, inmate students attend classes at the educational institution. As well, it was recommended that programs be structured so that delivery could be responsive to immediate need, and that length of program components be limited to eight to ten weeks (SAIT, 1974).

It was recommended that any program evaluation procedures be conducted over a long-term period, and that life-style and attitudinal changes be considered as the criteria of effectiveness, with only a minor concern for recidivism in the short run (Trusslar, P.C., 1974).

Summary of the Chapter

This chapter has described the structures and procedures employed by post-secondary institutions in the administration of programs for inmates. The categories of program development, program implementation and program delivery were used.

Concerns and recommendations were reported as they were elicited from the interviewees and the documentation.

The practices employed, the concerns and the recommendations are analyzed against the literature and the setting in the following chapter.

Chapter 7

ANALYSIS AND DISCUSSION OF THE DATA

In this chapter, the data collected regarding program administration, concerns and recommendations are analyzed and discussed. Throughout the analysis, issues emerge. These are identified and summarized at the conclusion of the chapter.

PROGRAM ADMINISTRATION

The analysis of program administration data centers on the patterns which can be identified and the distinguishing characteristics of certain practices. The practices revealed by the study are then related to the setting as outlined in previous chapters. When a deficiency or a problem in program administration is recognized, it is noted. These deficiencies and problems are stated as questions at the conclusion of each section. In the following chapter, the deficiencies and problems are associated with issues.

Program Development

As established earlier, four Alberta post-secondary institutions have recently been involved in programming activities with four correctional institutions. Three distinct types of educational institutions have been involved: two public colleges, an Alberta vocational centre, and a technical institute. Two types of correctional institutions have been served: provincial institutions (three) and a federal institution.

In three of the four cases, responsibility for program administration rested with the community services or continuing education divisions of the educational institutions, which, although the titles are different, have essentially the same responsibilities. The remaining program was administered through the senior administrative level of the institution, which does not have a community services or continuing education department.

This pattern for overall administration would seem to be consistent with patterns reported in the literature of corrections theory and with practices reported elsewhere.

Of the five programs which were developed, two were initiated by educational institutions which approached correctional authorities with proposals for the delivery of services. In the three other cases, educational institutions were approached, in one instance, by a correctional institution, and in the other two, by the provincial Solicitor General's department.

The variation in the sources of initiative points to two related observations. First, it is not evident that post-secondary institutions are accepted as a program source for correctional services. Second, leadership roles in the provision of services are obscure. The policy of the federal corrections agency that encourages the use of community resources appears to be exercised since the programming activity at the Drumheller Institution was initiated by that institution. However, at the provincial level, a lack of policy direction is detectable from the patterns of programming activities. It may be that a role is not recognized for post-secondary institutions in the programs of the provincial corrections system. It is more likely that a deficiency in coordinated effort is responsible. The Department of Advanced Education has the expressed purpose of providing the leadership, service and coordination necessary to ensure that educational services are responsive to the needs of all adult Albertans. This level of activity has not been displayed in corrections education.

In all cases, existing programs comprised the offerings for inmates. Only Grant MacEwan Community College developed courses specifically for inmate students. Two compulsory courses were delivered as an additional component of the existing programs in which inmates were registered.

Considerable research into corrections education was reported by Grant MacEwan Community College. This college was also the only educational institution to use an advisory committee.

In the activity between the Alberta Vocational Centre and the Peace River Correctional Institution, a single program capability was made available to inmates. In the remaining cases, inmates were given a choice of alternatives from existing programs.

A lack of input by correctional institutions into the development of programs can be noted.

The observation that existing educational programs were employed in a corrections setting implies that the needs of inmates do not differ from the typical student population. However, a problem is identified since concerns and recommendations indicate that some sources believe that unique programming is necessary for inmates. Conflict between the dominant pattern of programming and the advice for specialized programming is the core of the problem, in the sphere of program development.

Program Implementation

Educational institutions exercised most responsibilities related to program implementation. All instructional staffing duties were performed by the educational institutions as were all functions related to the organization of learning resources.

The selection of inmate students were made, without exception, by corrections staff. In every case, the first contact with inmate students occurred after inmates had been assigned to the programs. No pre-testing of students to determine qualities such as motivation and attitude were conducted prior to the beginning of programs, although one institution reported administering such testing after programming was well under way.

Of the four activities which were implemented, the two by Mount Royal College and the one by Grant MacEwan Community College, administration throughout the activity was conducted by the educational institution. In the remaining program, the correctional institution education coordinator supervised the vocational centre instructors and the programs in the implementation and delivery stages.

At the implementation stage, a delineation of functions is apparent. In all cases, correctional institutions performed the task of student selection and, except for the vocational centre program, post-secondary institutions implemented programs with no input from the correctional institution. This delineation of function might limit the effectiveness of program administration. In view of the recommendations for increased participation this is viewed as a deficiency and as a constituent element in the role problem.

Variations in financing patterns can be observed. One educational institution, Alberta Vocational Centre Grouard, has provided services for three years and has assumed all direct costs, including instructional staff. In each other case, correctional institutions have been expected to pay for all costs directly attributable to programming, since the educational institutions operated the programs on a fee-for-service basis.

This situation highlights the uncertainties noted above regarding the acceptance of responsibilities for the provision of corrections education. The variation in financing is noted as part of the problem concerning responsibilities.

Program Delivery

Of the four programs which were delivered, three were centered within the correctional institution. The fourth involved the daily busing of inmates to a city college where students attended classes in a multi-campus setting. Modes of program delivery are the subject of concerns and recommendations which are contradictory. They are, therefore, considered in later discussion.

Only Grant MacEwan Community College reported an evaluation of overall activity. In other cases, only student progress in specific courses was evaluated. Since the evaluation of programming must be based on the purposes of programming, evaluation is identified as a problem.

Special programs. For day or week parole programs, excluding the Grant MacEwan Community College activity, no administrative structures or procedures were designed to accommodate the inmate students. For each of the temporary release activities involving inmates of the Fort Saskatchewan Correctional Institution, the Calgary Correctional Institution and the Peace River Correctional Institution, no distinction was made between inmate students and other students. These day parole activities are important to the study as they relate to issues which are identified. Reference to them is made in the examination of the issues.

Summary

The analysis of the practices employed in the administration of programs for inmates has noted patterns and variations in structures and procedures. As well, certain deficiencies and problems have been noted. These are summarized and posed as questions:

1. What are the respective roles and responsibilities of the Canadian Penitentiaries Service, the Alberta Solicitor General's Department, the Department of Advanced Education, and the correctional and educational institutions?

2. Who should exercise leadership in educational programming for inmates?

3. What special needs must be taken into account in program administration for inmates?

4. How should educational services be delivered to inmates?

5. How should education for inmates be evaluated?

These questions are identified as the substance of issues which will be identified at the conclusion of the chapter.

CONCERNS

The concerns reported by interviewees and in the documentation concerning the administration of programs for inmates by post-secondary institutions have been categorized and are presented in Table 8.

Table 8

Concerns Reported by Post-Secondary Institutions in the Administration of Programs for Inmates

Concern	MRC	GMCC	AVCG	SAIT
Programming needs	X			
Coordination				X
Attitudes of corrections personnel		X		
Inmate attitudes	X			
Selection of students		X	X	
Selection of instructional staff		X		
Financing of programs	X			
Student finance	X			
Delivery locale	X	X		
Program evaluation	X			X

An examination of Table 8 shows that there is a wide variation in the number of concerns reported by each institution. As well, it can be noted that there is little consistency of expressed concerns between institutions; only three concerns are shared: the selection of students, delivery locale, and program evaluation.

The conclusion should not be made that the frequency of expressed concerns is related to the success of institutional activity. The interview relied upon open questions to solicit concerns so that those which are expressed might not constitute an exhaustive list.

While this procedure could restrict the findings of the study, those concerns which were expressed can be regarded as well-founded and of obvious significance to the reporting institution.

Certain concerns when analyzed point directly to a method of dispensing with them or present recurring needs which demand awareness and continuing attention. These are presented in the context of the literature review and the setting and a course of action suggested.

Other concerns, after analysis, reveal inconsistencies, or defy ready solution.

In these cases, the concerns are identified as issue-related concerns. They will become a part of issues and will be examined with those issues in the following chapter.

Coordination. The concern expressed regarding coordination resulted from the unsuccessful implementation of a program. The failure of the program to be carried to completion is attributed to a lack of involvement by the instructional staff prior to the implementation of programming. This concern is identified as a recurring problem which requires the communication and involvement in program administration outlined by Nelson (1792) and indicates an obvious need for the maintenance and integration of effort.

Coordination is required at the local level of program administration and can be accomplished by the establishment of structures and procedures between correctional and educational institutions. This responsibility should be shared through a committee structure made up of college educators and corrections staff, including the classification officers and teachers.

Attitudes of corrections staff. The attitudes held by corrections staff were expressed as a concern, the importance of which is substantiated in the literature. Research has indicated that personnel working in corrections are not always committed to the rehabilitative orientation of the systems in which they work (President's Commission, 1966; Government of Canada, 1967). While this concern would relate most directly to the internal administration of the correctional institution, the concern must be faced by educational institutions which program for inmates.

Successful working relationships between correctional and educational institutions will depend heavily upon attitudes of the personnel involved. A recognition of this importance and the subsequent use of appropriate hiring and staff development activities by correctional authorities is recommended.

The participation of educational institutions in staff development would have the benefit of increasing participation and fostering good relationships between institutions.

Selection of instructional staff. This concern emanates from a perceived need to choose instructional personnel who are able to deal effectively with inmate students. While it implies the existence of unique needs of inmates and for that reason could be related to broader issues, it must be acknowledged as a legitimate concern. There is no reason to expect that post-secondary instructors would be inherently sensitive to the corrections setting and inmate problems.

The literature repeatedly points to the need to ensure that corrections personnel are committed to the prevailing orientation of corrections services. To be realistic, it must be a continuing concern for post-secondary administrators to employ only those instructors who can accept the inmate, his circumstances and his setting.

Student finance. The concern for the possible inability of inmates to secure financial support to continue their education after their release appears to be without foundation. There is no indication that ex-inmates would have any more difficulty receiving financial assistance in the form of loans or grants than any other students. However, inmate data does indicate low levels of educational achievement, which might cause them to have difficulty gaining employment. This would present a problem for inmates who wish to finance their own education through savings from employment. This concern should be responded to by the Student Services Division of the Department of Advanced Education, which should ensure that no undue impediments exist for inmates who need financial assistance.

Issue-related concerns. As noted above, certain of the concerns can be alleviated and a suggested course of action to cope with them has been made. In other cases, proposed solutions are more difficult to formulate, or else there are other data which are contradictory. These concerns are the following:

1. Programming needs.
2. Inmate attitudes.
3. Selection of students.
4. Financing of programs.
5. Delivery locale.
6. Program evaluation.

These are identified as issue related concerns, or in other words, as component parts of broad issues, and are discussed later in this chapter.

RECOMMENDATIONS

The recommendations made by interviewees and reported in the documentation have been categorized and are reported by institutional source in Table 9.

A total of fourteen recommendations were made, with considerable consistency between institutions. Three recommendations were common to each institution:

1. Improved coordination.
2. Increased participation in program administration.
3. Assumption of a leadership role by the Department of Advanced Education.

Four others were shared by two institutions:

1. Continuity of programming.
2. Responsive programming.

Table 9

Recommendations Made by Post-Secondary Institutions for the Administration of Programs for Inmates

Recommendation	MRC	GMCC	AVCG	SAIT
Improved coordination	X	X	X	X
Increased participation in program administration	X	X	X	X
Assumption of a leadership role by the Department of Advanced Education	X		X	
Development of specialized programming	X			
Normalization of programming		X		
Continuity of programming		X	X	
Expansion of existing programming	X	X	X	X
Careful selection of instructors	X			
Local resource use				X
Delivery in correctional institution	X			X
Delivery in both educational and correctional institutions		X		
Use of programmed and multi-media materials	X		X	
Long term evaluation				X

3. Delivery in the correctional institution.

4. The use of programmed and multi-media materials.

These consistencies are worthy of mention because of the open nature of the interview.

A comment concerning one of the recommendations must be made for the purpose of clarity. Whereas a concern expressed regarding coordination referred to coordination between correctional and educational institutions, the recommendation for improved coordination refers to system level coordination. That is, the recommendation implicates not only correctional and educational institutions but also government departments responsible for corrections and advanced education.

In the same way that a number of consistencies can be noted, conflict between recommendations can be noticed. The recommendation that specialized programming should be developed for inmates directly contradicts another recommendation for the normalization of programming. The same is true for the recommendation that programs be offered in the correctional institution and the recommendation that delivery be in a combination of correctional institutions and educational institutions.

Certain recommendations are sufficiently discrete that they can be dealt with. An analysis of these issues introduces a suggested course of action either to implement them or to study them further. These recommendations are analyzed individually.

Other recommendations have implications which relate them to general issues. These recommendations will be identified as issue related. They will be discussed later in this chapter. The discrete concerns are dealt with first.

Increased participation in program administration. This recommendation was made by each institution and referred to the desirability of increasing and maintaining the involvement of individuals, groups, agencies and institutions throughout the activity.

It is clear that effectiveness in corrections education depends upon participation and involvement. McGrath (1965) has indicated that services cannot be fragmented and Johnson (1968) alludes to the need for a community focus for corrections. This recommendation placed in this context is well made. As well, Nelson (1971) has regarded involvement and participation as important ingredients in the administration of community service programming.

He addresses the need to identify those whose involvement is required for effective programming and the concomitant requirement that some methods be devised to bring participants together in the activity.

The committee mechanism would promote incoreased participation across a range of related roles and would probably lead to better decisions.

Continuity of programming. Continuity of programming so that inmates could continue their education following release would appear to be essential since data indicates that inmate sentences, especially within provincial institutions, are typically short. To act on this recommendation would require that the previously discussed concern for institutional level coordination be satisfied. Nevertheless, continuity of programming for inmates would not seem to be difficult to accomplish.

if correctional and educational institutions improved their working relationships as noted earlier, improved continuity might result.

At the same time, the recommendation for the development of special programs could be detrimental to continuity unless special efforts were made to ensure a smooth transition.

Expansion of an existing program. The perceived success of one program led to the recommendation that it be expanded to include additional correctional institutions. This program which involves Cree-speaking instructors who deliver programs for Indian inmates consists basically of life-skills training. The high proportion of Indian and Metis inmates would appear to indicate the value of expanding this program. This program emphasizing basic life-skills would seem to be appropriate to a large number of inmates having educational deficiencies, and should be made available on a greater scale.

Responsive programming. The desirability of developing programs that could be implemented quickly has two bases. First, the literature indicates the harmful attitudinal influence on incoming inmates by the inmate culture. Quick response to the needs of inmates on their arrival would hopefully counteract this tendency. Second, the relatively short tenure of inmates would require that inmates be involved in programs soon after incarceration if large numbers are to be served. Short-term programs using programmed materials could facilitate responsiveness, as would the establishment of permanent delivery structures.

Careful selection of instructors. Effective programming in an environment which involves a range of social concerns demands that everyone involved be sensitive to the philosophy which guides that activity. While this study and others have revealed that a universal commitment to a rehabilitative orientation for corrections is not easily attained, it is desirable that instructional staff be chosen for their acceptance of the goals of corrections generally and for the objectives of corrections education specifically. This is a difficult ideal to attain due to ambiguity of purposes of corrections education, and the hazards of effective screening processes. Steps should be taken, however, to develop a cadre of staff suited to this kind of work.

Local resource use. This recommendation refers to a method of facilitating the implementation of programs in cases involving correctional institutions and educational institutions separated by considerable distance. Specifically, the recommendation refers to the employment by educational institutions of individuals who live nearby the correctional institution to avoid problems and expenses encountered with extensive instructor travel. Assuming that appropriate individuals are available and that their selection is made in view of previous attitudinal concerns and recommendations, no objection to this practice can be identified. Indeed, it would seem logical to extend this recommendation beyond staff requirements to include facilities which might be available in the community, such as continuing education programs in schools.

Use of programmed and multi-media material. The expanded use of alternate learning resources and modes of delivery in education generally together with the expressed recommendation that programming be responsive, indicates that this is a valid recommendation. If learning materials could be organized and delivered in such a manner to facilitate programming which should be available on call on a continuing basis, programming would be enhanced. However, the use of programmed materials should be closely integrated with the purposes given to corrections education. If a major focus for corrections education becomes the modification of inmate attitudes and behavior, a more limited role for these alternate modes of delivery might be necessary since personal contact would likely be more conducive to those goals.

Long term evaluation. This recommendation is based upon the opinion that recidivism should not be the only criterion of program success. It assumes other purposes of corrections education in the area of personal development. Larger term follow-up studies are required to gauge the ex-inmates educational progress as well as his record of recidivism.

Issue related recommendations. Certain recommendations are regarded as discrete or unidemensional and are easily analyzed. Other recommendations pose difficulties because they either contradict another recommendation or because they cannot be acted upon until related issues are settled. They, therefore, become parts of issues. Recommendations so judged are the following:

1. Normalization of programming.
2. Development of specialized programming.
3. Delivery in correctional institutions.
4. Delivery in both educational and correctional institutions.

5. Improved coordination.

6. Assumption of leadership role by the Department of Advanced Education.

These recommendations are issue related and are subject to later discussion.

IDENTIFICATION OF ISSUES

The foregoing analysis of the data has centered on the reported practices of program administration, the concerns expressed and the recommendations made. The analysis revealed patterns and variations in program administration, concerns that could be addressed and recommendations that could be implemented. The analysis also revealed:

1. Complex problems and deficiences in program administration;

2. Concerns which conflict with other data or concerns for which a solution is not readily available; and,

3. Recommendations which are contradictory or which may not be implemented until other problems are solved.

These are the substantive elements of the issues which are now presented.

Establishment of Roles

The complexity of the setting in which corrections education occurs has been described. The research data indicate that problems have arisen in program administration due in part to an apparent confusion of roles. This issue concerns the acceptance of the responsibilities for various aspects of corrections education and the performance of roles in the provision of educational services for inmates.

The associated components of this issue are the financing of programs and Department of Advanced Education leadership.

Determination of the Purposes of Inmate Education

The analysis of the data suggests that the purposes of inmate education are obscure and that certain of the practices, concerns and recommendations could not be reconciled until this problem had been examined. Therefore, the determination of the purposes of inmate education is identified as an issue. The related components are:

1. Specialization versus normalization.
2. Evaluation of inmate educational programs.
3. Inmate attitudes.
4. Selection of inmate students.

Security

The analysis revealed concern for the control of inmate behavior. The issue emerges from conflicting advice for program delivery locale and from problems that arose in the Grant MacEwan Community College activity.

SUMMARY

This chapter has analyzed the data collected regarding program administration of educational services provided by Alberta's post-secondary institutions. The practices employed, the concerns expressed and the recommendations made were analyzed against the background provided by the literature review and the description of the setting.

Concerns and recommendations were categorized and presented in tabular form.

The chapter concluded with the identification of issues and their components.

The following chapter examines the issues in order that recommendations can be made to resolve them.

Chapter 8

THE ISSUES EXAMINED

Introduction

The issues to be examined have been identified, and their related components have been indicated. While the researcher has categorized the issues and their parts, it must be noted that the categorization is done only for convenience. Other arrangements are possible, and none of the categories should be regarded as discrete. Just as there are related components to each issue, the issues are related to one another.

The purpose of this chapter is to examine the issues by drawing upon the theory in the literature and the data from the setting. The examination defines the elements of each issue in order to establish the nature of each issue. The issues identified are:

1. The establishment of roles.
2. The purpose of corrections education.
3. Security.

Establishment of Roles

Nature of the issue. A review of the setting discloses that a variety of agencies and institutions have either been assigned roles or have exercised roles in providing educational opportunities for inmates.

The federal and provincial departments of the Solicitor General have assumed and exercised through their respective institutions a responsibility for providing educational services as a part of their rehabilitation programs. The Department of Advanced Education has the mandate to ensure that educational opportunity for all adult Albertans is provided, based on the goal of individual growth and personal fulfillment.

The matter of the responsibility for providing educational services to inmates in a federal institution also requires resolution. Whether or not these inmates are to be considered as Alberta residents should be determined.

It is evident that the Department of Advanced Education has exercised no direct responsibility for the provision of educational services. Only through the delivery of programs by one of its own institutions has it been involved. In each other case, board-governed institutions were involved as the exclusive educational agency.

A review of program administration also reveals the absence of a coordinating role on a system level. The assumption of this role would appear to hinge upon a resolution of the ultimate responsibility for the provision of education for inmates. If this responsibility would reside within the corrections system, a coordinating role could be attributed to both of the Solicitor Generals' departments. If the responsibility would reside with the Department of Advanced Education, that department could be expected to perform its stated coordination function. If responsibility would be shared, the establishment of an alternative mechanism would be necessary.

The literature provides only minimal assistance in the examination of the issue. What support is available comes from the developing community orientation in current corrections theory. Since post-secondary institutions constitute a major component of the community, and since these institutions are a natural source of maintaining continuity of educational services, a role for these institutions can be prescribed. By implication and by its stated purpose, the Department of Advanced Education should assume some responsibility.

McGrath (1965) has provided an important consideration by his suggestion that although services can be fragmented administratively, they must work together in overall inmate programming. Since the corrections systems are responsible for the total of programming, it would seem that ultimately these systems are responsible for providing educational opportunity.

In essence, there is a definite interface of roles in this issue. Roles have been assigned and others exercised. A resolution of this issue cannot be accomplished until the areas of responsibility are clearly defined, understood and accepted by the agencies involved in corrections education.

Several questions can be posed which summarize the substance of this issue:

-To what degree are the federal and provincial Solicitors General responsible for inmate education?

-Does the Department of Advanced Education share responsibility for the education of adult inmates?

-Who should finance educational services for inmates?

-Who should assume leadership and coordinating functions in the provision of educational services?

The Purpose of Corrections Education

Nature of the issue. An analysis of the practices, concerns and recommendations has led to the identification of an issue which has as its basis the determination of the purposes of education for inmates. A set of related concerns and recommendations have been associated with the examination of the issue.

Two alternative emphases are possible, education that is rehabilitative or education that is developmental.

A concern expressed for program needs and the conflicting recommendations regarding program needs indicate the existence of the issue.

Also, the importance placed on the selection of inmate students and the concern for inmate attitudes as those attitudes might influence the success of programs indicates a rejection of the developmental purpose of education. A post-secondary institution cannot justify excluding any student from a program opportunity on the basis of his attitude or his inmate status. Any such step violates the philosophy expressed for the system by the Department of Advanced Education.

The evaluation of inmate education is an obvious related component of this issue. Nothing can be said about the criteria for effective programming until objectives and goals are agreed upon.

While corrections systems acknowledge that education is a component of an overall rehabilitative process, educational systems profess that the major goal of education is the development of the individual. Both purposes of education can be identified in the curricular offerings to inmates, but a decided emphasis on programming which has been designed for typical students is observed. The free choice in program selection given to day parole students further exemplifies this.

Whether or not a distinction between education for inmates or education for the general citizen can be made is the essence of this issue.

Examination of the issue. Several elements must be addressed in the resolution of this issue. As any other individual, an inmate lives in a pluralistic and complex society. He lives in and responds to an environment composed of many systems. One of the systems he shares with the general population is educational. However, one of the systems in which he lives has roles and expectations for him which distinguish him from the general population; this is the corrections system.

This issue related to the purposes of corrections education must find its resolution by first acknowledging the dichotomy of the inmate situation. As a member of society, an inmate shares the rights of all citizens including the right to participate in post-secondary education for his personal development. At the same time, the inmate is placed into an environment that restricts his mobility and defines the purpose of his environment as his personal rehabilitation. This dual system is at the root of the issue and must be a focus in its resolution.

The setting in Alberta helps to define the issue. The stated purposes of the corrections and advanced education systems express a limited role for education in the former and a comprehensive role for education in the latter.

The setting also relates the elements of this issue to the previous issue. The resolutions of the roles in education for inmates will certainly involve an examination of the purposes of inmate education.

The examination of the purpose of inmate education would naturally lead one to review the characteristics of inmates in order to establish their needs. This is not intended here. But the question arises as to the need for rehabilitation. The data supplied concerning age, educational achievement and Indian/Metis ancestry of inmates in correctional institutions would not lead one to conclude that rehabilitation is an inmate need. An examination of the nature and frequency of offenses for which inmates are sentenced also indicates that the greater proportion of inmates have been convicted for offenses for which rehabilitation may not be a need. The data show that large percentages of inmates are young, are poorly educated, are Indian or Metis, and that a large proportion of inmates have been convicted for offenses involving theft or liquor convictions. It may be, for example, that low levels of achievement are responsible for difficulties in finding employment, which might have a greater influence on behavior than underlying attitudinal factors.

The literature reviewed as a part of this study assigns a role to corrections education that is tied closely to the general role of corrections. This corrective and rehabilitative orientation is made clear by Fox (1972) and Johnson (1974). Johnson(1974), who refers to the need to assess students as to their capacity to benefit from education, categorizes inmates by behavior and indicates that inmate education be directed only at selected groups. However, it may be implied from Kirkpatrick (1968), who suggests that corrections processes must enable the individual to function at his best in society, that development as well as rehabilitation is an essential feature of corrections education.

The resolution of this issue will bring with it a means to address the associated concerns and recommendations. Program needs, while always present as a problem at the curricular level, will be able to be determined with well-defined goals. If the purposes of corrections education are defined and accepted, there should be no conflict regarding the nature of programs to be developed.

The relationship between this issue and concern for inmate attitudes, and inmate selection can be identified from the perspective of the dual nature of inmate education already noted. If inmate education is regarded as developmental, the attitudes and selection of those involved would not be of any greater importance than it is in the educational system, but the significant decisions would be placed in the area of program development.

Questions which may be posed to clarify this issue are:

-What are inmate needs?

-What are the characteristics of programs that would meet inmate needs?

Security

Nature of the issue. This third issue is closely related to the issues of responsibility for and purposes of corrections education. The decision to offer inmate education in the correctional institution or to deliver inmate programs in the educational institution is the point of debate. An issue has been identified because the resolution of the prior two issues does not necessarily lead to a decision for the third. It is possible that the decision relating to delivery locale can be made independent of the other issues.

Examination of the issue. The starting point for this issue is in the availability of resources. Comprehensive systems of education exist in the community. For the sake of efficiency, it is logical for these resources to be viewed as having utility in corrections education.

The setting for corrections in Alberta shows that the advanced education system has wide program capabilities and that the corrections system, particularly on the provincial level, places emphasis on correspondence education.

The literature indicates that both delivery locales have been used elsewhere. The current community orientation in corrections theory would support the use of existing post-secondary facilities from the perspective of integrating inmate programming with community activity.

An advantage can be seen in the use of existing post-secondary institution programming in that the continuity of inmate programming would be facilitated. In view of the high rate of inmate movement, this would be considered highly desirable.

The policy of the federal corrections system to use community resources to the greatest possible extent exemplifies a recognition of capabilities outside of its own system.

The objection to offering programming in post-secondary institutions stems from a concern for security. The release of inmates to attend post-secondary institutions introduces the potential for the commission of further offences. The possibility that inmates on short-term release might not return to the correctional institution is another security concern.

The fact that security emerges as an issue from the data collected from post-secondary institutions has pertinence to the issue of the purposes of corrections education. The stated purpose of the advanced education system is the personal growth and fulfillment of adults. A concern for the treatment of inmate students in a way that distinguishes them from other students indicates that a rehabilitative role is assumed by the educational institution. Educational institutions exercise no formal functions related to the behavior of their students as that behavior is framed by law, yet this concern implies an assumed responsibility. This aspect of the issue cannot be settled until the issue of the purposes of corrections education has been resolved.

Questions that can be posed to summarize this issue are:

-How much regard must be given to security in inmate education?

-Should a combination of delivery centers be employed according to inmate capacities?

-Should post-secondary institutions assume responsibility for the security and behaviour of inmate students on their campuses?

Resolution of the Issues

The resolution of the identified issues and their components must acknowledge the interdependent nature of the issues. An awareness of the roles of each system which comprises the setting must be established. Each system must understand the purposes of inmate education and its own mandate and the mandate of the other system in serving them. Having examined respective roles, points of convergence and divergence must be addressed. Once these purposes have been identified, interpreted and diffused, the means to a solution of the related problems would be available. In the same way, the issue of delivery locale would be provided with a framework from which solutions could be derived.

The concluding chapter outlines recommended structures and procedures which could be used to resolve the identified issues.

Summary of the Chapter

This chapter has presented and examined the issues which emerge from the practices, concerns and recommendations related to the administration of programs for inmates of correctional institutions.

The issues were categorized and their related components were noted. The examination of issues was conducted by placing each issue against the setting, the data collected and the literature reviewed. The relationship between each issue and its components was discussed.

Chapter 9

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

SUMMARY

The purpose of this study was to investigate the administration of educational programs designed for inmates of Alberta's correctional institutions by post-secondary educational institutions. The structures and procedures employed in the development, implementation and delivery of programs were researched through interviews and analysis of documents.

With reference to the program administration experience of post-secondary institutions, concerns arising from inmate-related activities were solicited, as were recommendations for more effective and efficient programming.

Problems and deficiencies in program administration are noted.

Sets of concerns and recommendations that were elicited from the data were analyzed and discussed. Certain concerns and recommendations were provided with courses of action; others were identified as being issue related.

Issues were derived from the data collected. These were analyzed from the perspective of the literature reviewed, the setting and the data collected.

Throughout the study, potential roles were sought for the Department of Advanced Education in the administration of programs for inmates.

CONCLUSIONS

The conclusions which follow are made as they related to the problems of the study.

Problem 1. What structure and procedures are employed by post-secondary institutions in the administration of programs for inmates of correctional institutions?

The following conclusions are made related to the first problem:

-Variation in structures and procedures was a characteristic in program administration.

-Each type of post-secondary institution, except for universities, has been involved in programming activity for inmates although community colleges have been the dominant programming source.

-Programs delivered to inmates have been representative of the complete range of programs available in the post-secondary system from basic skills to university level study.

-Programs delivered to inmates by post-secondary institutions have been the existing programs of the respective institution.

-There was a sharp delineation of roles between correctional and educational institutions throughout program administration.

Problem 2. What concerns are expressed by officers in post-secondary institutions that developed programs for inmates?

A total of ten concerns were identified as they were elicited from interviewees and the documentation.

The concerns can be reported according to a categorization made which distinguishes concerns on the basis of the ease with which they can be satisfied.

For certain concerns, courses of action leading to satisfaction are readily available. These concerns relate to:

-coordination;

-attitudes of instructional staff;

-student finances.

Other concerns are closely associated with identified issues and are not easily satisfied. These concerns are for:

-programming needs;

-inmate attitude;

-selection of students;

-financing of programs;

-delivery locale;

-program evaluation.

Wide variations in the number of concerns reported by each institution and the few instances of shared concerns indicate that concerns arise from the experience of individual institutions rather than from persistent and extensive problems in corrections educaton.

Problem 3. What recommendation for more effective and efficient program administration can be made on the basis of the experience of post-secondary institutions?

A total of fourteen recommendations were elicited from the data sources. Of the recommendations made, implementation of the following can be suggested to effect improved programming:

- -increased participation in program administration;
- -continuity of programming;
- -expansion of existing programs;
- -responsive programming;
- -careful selection of instructors;
- -local resource use;
- -use of programmed and multi-media material;
- -long-term evaluation.

Other recommendations which were reported by post-secondary sources are identified either as issue related and depend upon the resolution of issues for their implementation. These recommendations are for:

- -improved system wide coordination;
- -assumption of a leadership role by the Department of Advanced Education.

The following recommendations were seen to be inherently contradictory:

- -development of specialized programming;
- -delivery in correctional institutions;
- -delivery in both educational and correctional institutions.

Despite the existence of contradictory recommendations, a consistency on other recommendations was apparent by the sharing of seven of them.

Problem 4. What issues can be identified which emerge from the administration of programs for inmates?

Three basic issues which require resolution before significant improvement in programming can be expected have been identified:

-the purpose of inmate education;

-the establishment of roles;

-security.

Problem 5. What roles can be assigned to the Department of Advanced Education in the administration of programs for inmates?

The conclusion is made that the Department of Advanced Education exercise roles of leadership and coordination in the administration of programs for inmates.

RECOMMENDATIONS

Recommendations for Improved Program Administration

The recommendations made are those that would promote more effective and efficient program administration. They emerge from the data of the study as these relate to the issues which were identified and examined and from the conclusions of the study.

Improved coordination. A concern for coordination at the institutional and system levels emerged from the study. Since the nature of coordination is complex and demands continuing effort, it is recommended that the Department of Advanced Education exercise its mandate to provide the necessary system coordination to ensure that educational services are available. The Department of Advanced Education should ensure that coordinating mechanisms are established. At the systems level, it is suggested that the department provide the focus for inmate educational activity by assigning this function to its Program Services Division. A joint educational services committee should be established with representation from the three appropriate governments; the federal and provincial departments of the Solicitors General and the Department of Advanced Education. The committee should develop, articulate and communicate policy designed to guide the direction of corrections education. The Program Services Division should guide the implementation of policy throughout the system. This should be accomplished through the administration of the *Program Coordination Policy*.

Coordination is required at the institutional level as well. Post-secondary institutions should provide the leadership to ensure that the efforts of educational and correctional personnel are integrated. Coordinating responsibilities should be assigned within each post-secondary institution developing programs for inmates.

Community-based advisory committees should be formed with representation drawn from educational and correctional institutions, social development agencies, interested individuals and former inmates. The committees should serve to advise authorities of programming needs. Responsibility for establishing these committees properly belong with the corrections system.

Establishment of roles. The analysis of the data indicated the overlapping of roles between government departments responsible for education and corrections. The mutual recognition of this is essential to the improvement of programming for inmates, The Department of Advanced Education should exercise its roles by initiating activity which would lead to the reciprocal understanding of the various departmental mandates so that responsibilities could be fully exercised.

The committee previously identified as a coordinating mechanism for the system should address itself to the question of roles and responsibilities. Through this process of determining respective mandates and establishing their relationship to inmate education, the aims and objectives of the system should be articulated.

Identification of inmate educational needs. It is imperative that a thorough analysis of inmate needs be conducted so that educational needs are identified. The Department of Advanced Education should initiate procedures that would ensure that studies are conducted for that purpose. The appropriate structure for directing such a study would be the system level committee described previously.

Interim programming. In spite of the issues which have been raised, existing demands for educational services should be met. It is, therefore, recommended that correctional institutions continue those activities for which they have capabilities. In the meantime, the Department of Advanced Education should make a position evident that will support programs developed by post-secondary institutions for inmates.

Recommendations for Further Research

The results of this study indicate that further research is required which focuses on inmate needs. The continuance of any existing programs or the development of any new programs would be done with obscure goals and with a weak rationale until the questions of need are satisfied. Some of the specific questions that need answers are:

-do inmates require rehabilitation or personal development?

-what are the needs of Indian/Metis inmates?

-can existing educational programs satisfy inmate needs?

-what immediate impact does corrections education have on inmates?

-what are the long-term effects of corrections education?

Further research should be concerned with a detailed analysis of inmate characteristics with an emphasis placed on the relationships between characteristics. As an example, inmate educational data should be related to inmate offence data.

A wide range of sources should be called upon in future correctional education research. Individuals and agencies with experience in dealing with inmates should be consulted as should former inmates.

Other studies could result in significant contributions by focusing on coordinating mechanisms and processes which might emerge in continuing programming activities. These studies could provide insights into the complexities of the provision of educational services in other contexts.

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APPENDIX A

INTERVIEW SCHEDULE

Program Development

Structures. Who initiated the activity? With whom?

Procedures. How was contact made? Was the contact formal or searching?

Structures. Who were involved in the decision to develop a program? At the educational institution? At the correctional institution?

Procedures. What activities took place in the decision to develop programs?

Structures. Where were responsibilities for program development borne? What arrangements were made to establish needs and interests?

Procedures. How were student needs and interests assessed and related to programs?

Structures. Was an advisory committee established or other structure devised to address programs for inmates?

Procedures. What activities were carried out to develop programs or provide advice?

Structures. Were other structures established at the developmental stage? Joint committees? Internal committees?

Procedures. Were preparatory activities carried out? Was research conducted? Was any contact made with the Department of Advanced Education?

Program Implementation

Structures. Once it was decided to offer programs, what were the sources of decision making within the educational institution? Who were concerned with facilities and staffing? What formal relationships were maintained with the correctional institution?

Procedures. How were decisions made related to where programs would be offered? How were programs financed? What internal accommodation was necessary in the educational institution? How was staff chosen?

Structures. Who was responsible for transmitting programming plans to inmates?

Procedures. How were students informed about opportunities? What kinds of testing was conducted in preparation for delivery?

Program Delivery

Structures. Where were programs delivered? What instructional modes were employed? Who supervised the instructional activities? Who was responsible for evaluation?

Procedures. How were delivery decisions made? What factors influenced delivery decisions? How were programs evaluated?

APPENDIX B

Table 10

Numerical Distribution of Ages of Adult Inmates of Provincial Corrections Institutions Between April 1, 1972 and March 31, 1973

Age of Inmates	Total
18-24	2,724
25-29	889
30-34	622
35-39	481
40-44	390
45-49	301
50-54	181
55-59	119
60-69	95
Over 70	4

Source: Department of the Solicitor General 1973 Annual Report, Edmonton: Queen's Printer, 1974.

Table 11

Numerical Distribution of Educational Attainment By Highest Grade Completed for Inmates of Provincial Corrections Institutions Between April 1, 1972 and March 31, 1973

Education of Inmates	Total
None	134
Grade 1	36
Grade 2	66
Grade 3	63
Grade 4	208
Grade 5	176
Grade 6	368
Grade 7	643
Grade 8	1,232
Grade 9	1,109
Grade 10	1,190
Grade 11	665
Grade 12	559
More than Grade 12	111

Source: Department of the Solicitor General 1973 Annual Report, Edmonton: Queen's Printer, 1974.

Table 12

Numerical Distribution of Offences by Parts of The Criminal Code, Federal Statutes, Provincial Statutes, Municipal By-Laws of Inmates of Provincial Institutions Between April 1, 1972 and March 31, 1973

Offenses	Total
Criminal Code Part II - Public Order	129
Criminal Code Part III - Law and Justice	364
Criminal Code Part IV - Sexual Offences, Public Morals, Disorderly Conduct	294
Criminal Code Part V - Disorderly House-Gaming	8
Criminal Code Part VI - Against the Person and Reputation	1,900
Criminal Code Part VII - The Right of Property	4,658
Criminal Code Part VIII - Fraudulent Transactions	118
Criminal Code Part IX - Wilful and Forbidden Acts in Respect of Certain Property	262
Criminal Code Part X - Offences Relating to Currency	7
Criminal Code Part XI - Attempts and Conspiracies	26
Criminal Code Part XX - Punishments, Fines	16
Criminal Code Par XXIV - Summary Convictions	1
Federal Statutes	751
Provincial Statutes	4,191
Municipal By-Laws	97

Source: Department of the Solicitor General 1973 Annual Report, Edmonton: Queen's Printer, 1974.

Table 13

Percentage Distribution of Indian and Metis Inmates to Total Population in Provincial Corrections Institutions Between April 1, 1972 and March 31, 1973

Indian	34.3 %
Metis	12.5 %

Source: Department of the Solicitor General 1973 Annual Report, Edmonton: Queen's Printer, 1974.

Table 14

Numerical Distribution of Age on Admissions for Adult Inmates Admitted to Federal Correctional Institutions during 1972

Age on Admission	Frequency
18-24	1,774
25-29	986
30-34	535
35-39	314
40-44	231
45-49	145
50-59	119
Over 60	38

Source: Statistics Canada, *Correctional Institution Statistics*, Information Canada, Ottawa, 1974.

Table 15

Numerical Distribution of Educational Attainment By Highest Grade Completed for Inmates Admitted to Federal Correctional Institutions During 1972

Educational Attainment	Frequency
Illiterate	18
Grade 1	5
Grade 2	15
Grade 3	44
Grade 4	88
Grade 5	120
Grade 6	205
Grade 7	337
Grade 8	634
Grade 9	513
Grade 10	594
Grade 11	289
Grade 12	189
More than Grade 12	114
Not known	1,066

Source: Statistics Canada, *Correctional Institution Statistics*, Information Canada, Ottawa, 1974.

Table 16

Numerical Distribution of Offences by Parts of The Criminal Code and Federal Statutes for Inmates Admitted to Federal Correctional Institutions During 1972

Offences	Frequency
Criminal Code Part I - Public Order	129
Criminal Code Part III - Law and Justice	161
Criminal Code Part IV - Sexual Offences, Public Morals, Disorderly Conduct	194
Criminal Code Part VI - Against the Person and Reputation	422
Criminal Code Part VII - The Right of Property	2,121
Criminal Code Part VIII - Fraudulent Transactions	307
Other Parts of the Criminal Code	192
Federal Statutes	764

Source: Statistics Canada, *Correctional Institution Statistics*, Information Canada, Ottawa, 1974.

APPENDIX C

PROGRAM COORDINATION POLICY

Policy

Instructional programs in the Alberta system of advanced education will be coordinated to ensure the availability of effective educational experiences and to avoid unwarranted duplication of effort in institutions.

Guidelines

Role statements. Institutional role statements should facilitate the allocation of new programs throughout the advanced education system.

1. Each institution retains the primary responsibility for preparing and revising its role statement. An institutional role statement lists current program offerings and registers plans for developing new programs.

2. A role statement reflects the mission and capabilities of the institution.

3. The department retains the primary role in the identification of gaps or unnecessary duplications in program services in the system.

4. The department ensures that role statements collectively reflect the mission and role of the entire system of advanced education.

5. Institutions and the department consult to identify and resolve potential unnecessary duplications of program services.

6. Institutions and the department consult to identify existing or potential gaps in program services and to devise acceptable solutions.

Program approval. Program approval should be a mechanism for reducing unnecessary duplication and gaps in program services, and for ensuring that new programs are implemented in institutions that can offer them efficiently and effectively.

1. The department encourages and supports the development of new programs which emerge during the cooperative refinement of role statements and retains responsibility for allocating programs in the system.

2. Each institution retains the primary responsibility for preparing program proposals and for ensuring that all appropriate reference groups are satisfied that the criteria for program approval have been met.

3. The department approves in principle proposed programs which meet the program review criteria.

4. In the event that monies reserved for new programs are insufficient for implementing all proposals, the department in consultation with institutions decides on priorities among approved-in-principle programs.

General.

1. The basic procedure for achieving program coordination will be consultation between institutions and the department.

2. All credit instructional programs offered by or proposed by

institutions and agencies in the public system of advanced education are subject to the provisions of this policy.

3. Further education non-credit programs coordinated by local further education councils are not subject to the provisions of this policy.

4. Further education programs, like credit programs, should reflect the mission and capabilities of the institution which offers them.

5. This policy will remain in effect until December 31, 1975.

6. This policy will be reviewed at least once during this period.

7. The program coordination policy will remain consistent with provincial legislation and with other departmental policies.